

City of Alameda General Plan

# Housing Element

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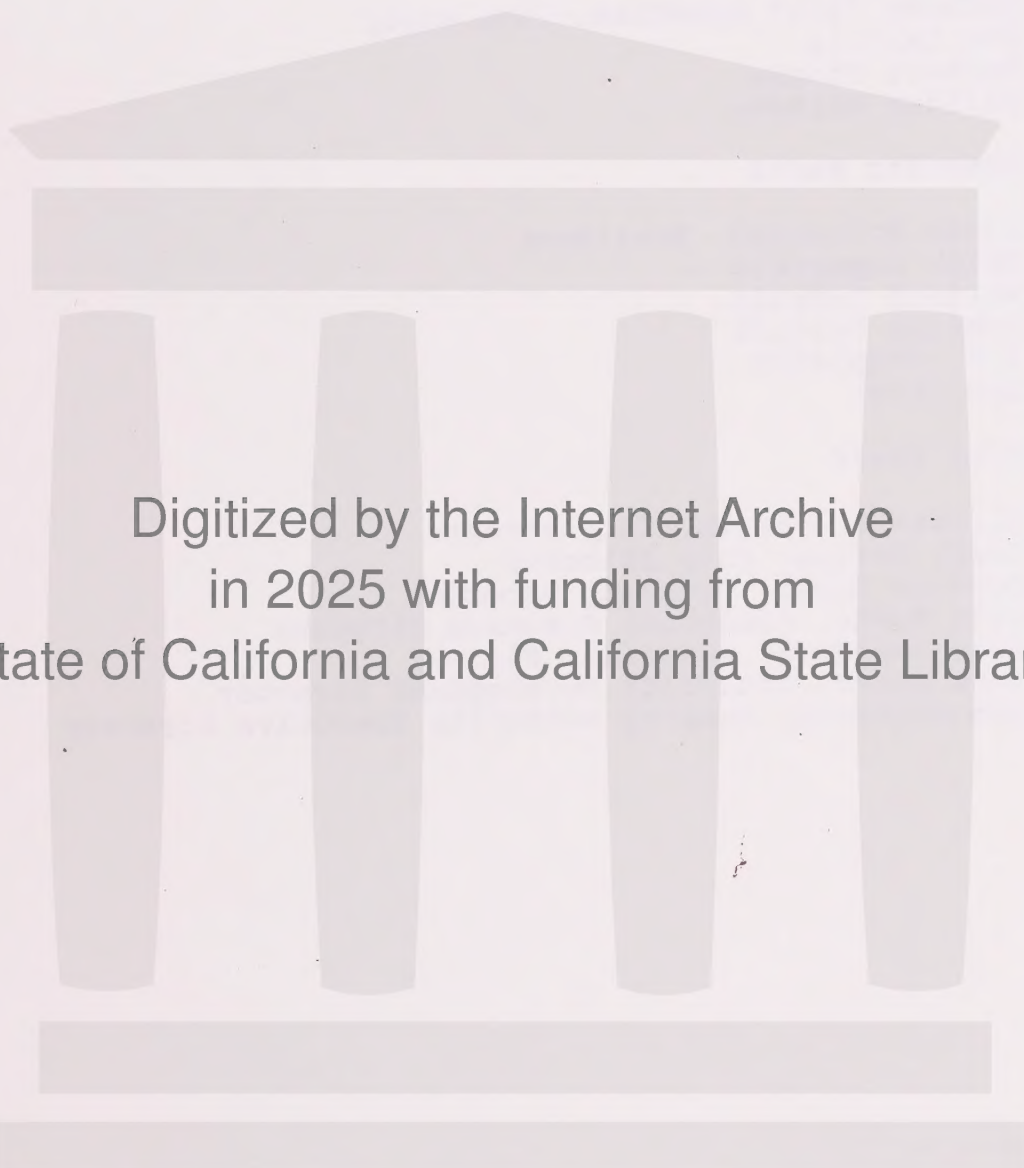
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## SUMMARY

Alameda is a highly desirable place to live. The reasons for this include not only the City's proximity to San Francisco and Oakland and its location on San Francisco Bay, but also its special characteristics -- those qualities associated with the best aspects of older small towns: a pleasant and functional mix of commercial and public activities with residences, densities that provide a rich and stimulating environment without being overly congested, an environment conducive to foot travel, and development on a human scale. In addition, the City possesses a remarkable stock of historically and architecturally significant buildings, including thousands of homes in the Eastlake, Queen Anne, Shingle, and Craftsman styles. The quality of construction and detail exhibited in these structures would be difficult to duplicate today, and then only at a cost that would be prohibitive.

Taken together, these qualities result in a community that is highly valued by its residents and visitors alike.

The City of Alameda has undertaken a variety of efforts to retain and enhance these qualities. The City's General Plan, through its Combined Land Use Plan and Historical Preservation Element, seeks to protect the City's special character. Toward the same end, a City Charter amendment adopted by initiative in 1973 effectively stops nearly all demolition of historic structures by prohibiting most new multi-family residential development. This Housing Element recognizes the City's unique qualities and places a high priority on their protection.

However, the protection of Alameda's special qualities, important as they are, is not the City's only consideration in establishing its housing goals and policies. Alameda, like all California cities, is being asked to plan for the provision of its "fair share" of the region's housing opportunities. Thus, Alameda is faced with the challenge of accommodating residential growth without destroying the qualities that make it such a livable community.

This Housing Element attempts to harmonize the various public interests at work in Alameda. It recognizes the value of protecting the City's existing housing stock and other special characteristics, while at the same time providing housing opportunities to meet its fair share of the region's needs, particularly with regard to affordable housing.

In planning for its housing needs, the City is faced with some unique limitations. The most basic is the lack of land available for new development. As an island city, Alameda cannot grow by annexation. Neither can the City expand by additional filling of the San Francisco Bay, which is precluded by state policy. Alameda is also a mature city, with very little undeveloped land remaining. Thus, a substantial amount of any new development that will take

place must be located on land that has already been developed. This presents a potential problem. To the degree that new development displaces the City's existing, highly valued structures, the community has lost an important resource.

With these concerns in mind, the Housing Element employs a residential development strategy based on developing virtually all of the few remaining large residentially-zoned vacant sites and infill development in much of the already-developed area of the City. Infill--developing existing isolated vacant lots scattered about the City and adding new dwelling units to parcels already containing at least one dwelling--is an alternative to removing existing structures and redeveloping those sites. Under the development concept proposed in the Housing Element, needed housing can be provided without the destruction of the City's legacy of high-quality residential construction. At the same time, residential densities can be increased, without reaching the point where the City's special qualities are lost and City services are overburdened.

The Housing Element identifies adequate sites to meet the City's existing and projected housing needs for all income groups. In establishing quantified objectives for the provision of housing, particularly the provision of affordable units, the City is faced with the dual realities of regional and local housing markets that have produced some of the highest prevailing housing costs in the nation and a severe shortage of government funding for below market rate housing. Still, the Housing Element, based on an analysis of the City's past experience and reasonable assumptions for the future, is able to project that the City will meet its total housing need during the 1989-1995 time frame of the Housing Element.

This Housing Element includes goals, policies, implementation programs, and objectives for those programs. It sets out two basic goals: 1) to provide housing, especially affordable housing, to meet the City's needs; and 2) to maintain and enhance the City's exceptional quality of life.

The Housing Element policies address the provision of housing through new construction, especially housing accessible to Very Low, Low, and Moderate Income households, through the creation of home ownership opportunities, and through the expansion of rental opportunities. Toward the goal of retaining and enhancing Alameda's liveability, the Element includes policies aimed at neighborhood preservation and housing rehabilitation. Other policies are aimed at preventing discrimination in the housing market and providing for the needs of the homeless and those requiring transitional housing.

The implementation programs in the Housing Element describe specific actions the City intends to undertake to implement the Housing Element's goals and policies. The program objectives describe what each program is intended to achieve during the 1989-



1995 time frame of the Housing Element.

In sum, the Housing Element is intended as a blueprint for the City's success at a challenging task -- to provide for the City's share of regional housing needs while maintaining the special qualities that make Alameda one of California's distinctive communities.



## CHAPTER 1

### INTRODUCTION

#### HOUSING ELEMENT REQUIREMENT

California planning law requires each city and county to develop and maintain a general plan. The general plan and all its parts must comprise an integrated, internally consistent and compatible statement of policies for the jurisdiction. Among the mandatory elements which must be included in a general plan is a housing element. Government Code Section 65583 describes the content of a housing element as follows:

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community....

This Housing Element includes all of these required contents, and is a comprehensive update of the Housing Element adopted in 1980 and amended in 1981. The Element includes a current assessment of housing needs and conditions, incorporating the Association of Bay Area Governments' 1989 Housing Needs Determinations. It is designed to cover the period 1989 to 1995.

## **PREPARATION OF THE HOUSING ELEMENT**

This Housing Element is a revision of the Element adopted by the City Council of the City of Alameda on November 21, 1989. It contains further detail on aspects of the earlier Element, as requested by the State Department of Housing and Community Development. It also contains information of events which have occurred since the prior Element was adopted.

Preparation of the November 1989 Housing Element included a number of opportunities for the public to participate in determining housing needs and setting policy direction for the community. Notices for all public meetings were sent to organizations, agencies, newspapers and interested citizens to solicit as much public comment as possible from all segments of the community. (See Appendix C for copies of public notices and lists of persons notified of the Draft Housing Element preparation and public hearings).

The following describes the Housing Element preparation process and opportunities for public participation (actual and tentative dates are shown in parenthesis):

**Planning Board Review of the Preliminary Housing Element** (January 1987) - Public workshop with the Planning Board to review and comment on a preliminary draft of the Housing Element, with recommendations made to the City Council.

**City Council Review of the Preliminary Housing Element** (March 1987) - Public workshop with the City Council to review public comments and Planning Board recommendations on the preliminary draft of the Housing Element. The purpose was to solicit additional public comment and to have the City Council provide policy direction for the Housing Element before it was sent to the California Department of Housing and Community Development (HCD) for review and comment, as required by state law.

**Review of the Draft Housing Element by the California Department of Housing and Community Development (HCD)** (June - December 1987) - Review of the Draft Housing Element by HCD, as required by state law. During this period the City sent the Draft Housing Element to HCD and revised the Draft Housing Element to respond to concerns expressed by HCD in three separate comment letters.

**Comprehensive Revision of the Draft Housing Element** (January - May 1989) - Comprehensive revision of the Draft Housing Element to reflect ABAG's 1989 Housing Needs Determinations, Alameda's 1988-91 Housing Assistance Plan, and current information on housing needs, conditions, and programs.



**Review of the Revised Draft Housing Element by the California Department of Housing and Community Development (HCD) and the Public (May - July 1989)** - Review of the revised Draft Housing Element by HCD, as required by state law, and by the public.

**Further Revision of the Draft Housing Element (July - September 1989)** - Further revision of the Draft Housing Element to respond to comments by HCD and the public.

**Planning Board Review of the Draft Housing Element (September 1989)** - Planning Board public hearings and review of the Draft Housing Element, with recommendations to the City Council.

**City Council Review and Adoption of the Housing Element (October-November 1989)** - City Council public hearings, review, and adoption of the Housing Element as part of the City of Alameda General Plan.

**Consultation with the California Department of Housing and Community Development (April - July 1990)** - City staff met and corresponded with HCD on several occasions to determine the precise nature of remaining HCD concerns, and additional information which would be needed in HCD's judgement. HCD on August 30, 1990 informed the City that the Housing Element, if amended along the lines proposed by the City, would be in compliance with State Housing Element law.

**Public Review and City Adoption (September - ?)**. The draft of the proposed revised Housing Element, and the Proposed Negative Declaration under the California Environmental Quality Act, will be circulated for public comment, after which public hearings will be held before the Planning Board and the City Council.

## **ORGANIZATION OF THE HOUSING ELEMENT**

The Housing Element is divided into eleven chapters. Chapter 1 provides a summary of the state housing element requirement, a description of the housing element preparation and public participation process, and a summary of the contents of the Housing Element.

Chapter 2 contains the City of Alameda's housing goals, policies, implementation programs, and quantified objectives.

Chapter 3 summarizes information on Alameda's population, employment, and income, while Chapter 4 describes Alameda's housing stock and its characteristics. Chapter 5 profiles the housing and demographic characteristics of each of the planning areas/neighborhoods that make up Alameda.



Chapter 6 summarizes existing housing needs, projected housing needs, and the housing needs of special groups within Alameda's population.

Chapter 7 describes the sites that are available within Alameda to meet the City's future housing needs. Chapter 8 discusses non-governmental constraints on the production and availability of housing, while Chapter 9 discusses land use controls and governmental constraints.

Chapter 10 summarizes housing programs and activities in Alameda during the period 1980 to 1989 and evaluates implementation of the 1980/81 Housing Element. Chapter 11 describes current housing programs and activities in Alameda. Finally, Chapter 12 describes new housing programs to be undertaken by the City of Alameda.

## CHAPTER 2

### HOUSING GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

#### INTRODUCTION

This chapter is the heart of the Housing Element. The goals, policies, and implementation programs set forth in this chapter comprise the City's fundamental approach to providing housing.

The task of providing housing, which strains the resourcefulness and creativity of any city, is presented in a particularly challenging context in Alameda. Alameda is an older, island city that is already almost completely developed. Much of the vacant land that does remain is already committed to the development of new housing or commercial, office, or recreational uses. Furthermore, the presence of the military in Alameda creates a special need for Very Low, Low, and Moderate Income housing.

The reuse of already-developed land is problematic. Many of the existing homes themselves constitute a valuable resource, because of their historical and architectural significance and the high quality of their construction. Loss of this resource would be of great consequence and would be irreversible. Of equal concern is the damage to the physical fabric of the City that could result if a markedly different type of development replaced that which exists. The City is largely made up of residential neighborhoods of moderate to high density with commercial and public uses scattered throughout. The quality of residential life that results, characterized by visually attractive, pedestrian-oriented neighborhoods which enjoy a strong sense of identity, is highly valued by the City's residents. Simply put, it is an urban form that works.

Despite the presence of these highly-valued qualities enjoyed by the City, the Housing Element does not shrink from the challenge of developing new residential opportunities. Rather, it provides a methodology to meet the projected housing needs of all income groups within the City, without damaging the City's fragile urban fabric or destroying the City's legacy of quality residential development.

The Housing Element approaches this task systematically. First, it recognizes the characteristics that contribute most significantly to the City's residential quality of life. Then, working within that framework, it ensures that adequate sites are available to provide for the City's housing needs for all income groups. The Housing Element recognizes that, because of market factors, the provision of adequate housing sites will not alone guarantee the affordability of housing developed on these sites. With this in mind, the Housing Element spells out land use

regulatory programs that are designed to encourage the market to produce affordable housing.

In addition, the Housing Element acknowledges that the provision of lower income housing and housing for those with special needs is heavily dependent on government funding. In light of severely limited government housing resources, the Housing Element makes a commitment to pursuing all available public and private funding sources that are appropriate to Alameda's needs.

The projected results, based on an analysis of past experience and reasonable assumptions regarding the future, are quantified objectives for the City's actions that meet its projected total housing need and actually exceed its projected need for the Very Low Income category.

## **HOUSING GOALS AND POLICIES**

### **Housing Goals**

- A. Provide Housing to Meet the City's Needs.** Within the limits of available resources, seek to meet the City's fair share housing needs, increase affordable housing opportunities, and provide for the housing needs of special needs groups.
- B. Maintain and Enhance the Livability of the City.** Provide for housing development in a manner consistent with the goals and policies of the City's General Plan Land Use and Historical Preservation Elements, without jeopardizing the qualities that make Alameda a desirable place to live.

### **Housing Policies**

- A. Rehabilitation and Neighborhood Preservation**
  - 1. Promote the conservation and rehabilitation of the City's existing housing stock.
  - 2. Diligently pursue the elimination of overcrowded, unsafe, and unsanitary conditions.
  - 3. Maintain and improve the physical and social integrity of existing and future neighborhoods.
  - 4. Give priority for public open space and other public improvements to neighborhoods determined to have a shortage relative to the rest of the City.



**B. Rental, Home Ownership and Affordable Housing Conservation and Assistance**

1. Promote opportunities for home ownership for all income groups, including lower income renters and newly formed households.
2. Permit condominium conversions as long as the ratio of owner-occupied units is 60% or less of the total number of dwelling units, unless there are special circumstances as described in Policy B-3.
3. Allow condominium conversions in circumstances which would increase ownership opportunities for middle-income people when the developer, at the request of a tenant, finds comparable rental housing within the City before displacing tenants.
4. Utilize federal and state rental housing assistance programs and local actions to provide lower income housing assistance.

**C. New Housing Development**

1. Provide adequate sites for the development of housing for all income groups.
2. Provide incentives to encourage the construction of housing units affordable to low and moderate income households.
3. Review new housing proposals (private, non-profit and public agencies) and support those proposals and programs that meet the City's housing needs and are consistent with other City goals and policies.
4. Pursue federal, state, and local funding to support the development of low and moderate income housing.
5. Encourage development of residential uses in existing commercial areas where the viability of the area and the housing will not be adversely affected.
6. Evaluate existing school, utility, commercial, and industrial sites for their potential to accommodate housing, should these sites be surpluses or become available.
7. Promote the development of housing that meets the needs of those with special housing needs, including the homeless and those needing transitional housing.



#### **D. Government Process and Role**

1. Provide an active leadership role in helping to attain the goals of the City's Housing Element and implement the actions prescribed in the Housing Element in a timely manner.
2. Encourage public participation by all economic segments of the community in the formulation and review of City housing policy.
3. Provide equal housing opportunities by taking appropriate actions, when necessary, to prevent discrimination in the local housing market.
4. Encourage the efficient and timely review of development projects and "fast-track" affordable and special need projects where possible and appropriate.
5. Promote residential opportunities in the City's Redevelopment Area.
6. To the extent that neighborhood integrity is not compromised, allow for the relaxation of minimum lot standards, yard setback requirements, and second unit requirements in certain circumstances.
7. Ensure that policies, regulations, and procedures do not add unnecessarily to the costs of producing housing, while assuring the attainment of other City objectives.

## **IMPLEMENTATION, PROGRAMS, PROGRAM OBJECTIVES, AND QUANTIFIED OBJECTIVES**

This section contains housing implementation programs that the City is committed to pursuing during the 1989-1995 time frame of the Housing Element. These programs are designed to respond to local needs and priorities, within the limits of economic feasibility and resource availability.

Like the Housing Element policies, the implementation programs are grouped under four headings, which focus on: rehabilitation and neighborhood preservation; assistance for would-be home purchasers, low-income renters; promotion of new residential development; and improvement of the government's role in supporting the provision and maintenance of housing. These programs are described below. For additional information on many of these programs, see Chapters 10, 11, and 12 of the Housing Element. Following the description of the implementation programs, Table 2-1 provides additional information on specific program objectives, target income and need groups, time frames, and responsible agencies.

Following the target objective for each program, the income or special needs groups(s) expected to benefit by the program are identified as follows: A (all groups), VL (very low income), L (low income), M (moderate income), AM (above moderate income), E (elderly), FH (female head of household), LF (large family), and H (homeless). Many of these income and needs groups obviously overlap, and groups beyond those identified may also benefit.

The quantified objectives for the provision of housing in Alameda during the time frame of this Housing Element are not identical to the City's identified need. Housing element law (Government Code Section 65583 (b)) recognizes this as an acceptable outcome when available resources and the community's ability to satisfy its need within the context of the requirements are outstripped by its need. While this Housing Element identifies adequate sites for the provision of housing for all income levels, it also recognizes the high level of rents and home sale prices throughout the Bay Area generally, and Alameda in particular. As a result, providing housing affordable to very low and low income households will rely, to a large degree, on government funding to create below-market-rate units. The City is committed to pursuing all appropriate available funding for below-market rate units.

### **A. Rehabilitation and Neighborhood Preservation**

1. **Rehabilitation Programs.** Continue to implement the City's rehabilitation programs for owner-occupied and rental housing units.



2. **Substantial Rehabilitation Program.** Reactivate the City's Substantial Rehabilitation Program (discontinued in 1985).
3. **State and Federal Rehabilitation Financing Programs.** Continue to review all available state and federal programs for residential rehabilitation and apply for appropriate programs as funding is available. Possible funding sources include the CDBG program, various programs administered by HCD, and the HUD Section 312 mixed-use program. Following is the schedule for applying for grant applications:
  - (i) California Disaster Assistance Program-Owner Occupied Housing (CALDAP-O). The application was submitted 4/90, the program approved, and the implementing agreement has been signed. Lead Agency: Community Development Department.
  - (ii) California Disaster Assistance Program-Rental Housing (CALDAP-R). The application was submitted 4/90, the program approved, and the implementing agreement has been signed as of August, 1990. Lead Agency: Community Development Department.
  - (iii) Rental Rehabilitation. Application submitted 4/90 and to be submitted annually thereafter. Lead Agency: Community Development Department.
  - (iv) Community Development Block Grant. Application submitted 5/90 and to be submitted annually thereafter. Lead Agency: Community Development Department.
  - (v) Proposition 77 Funds. Application to be submitted in 1991. Lead Agency: Community Development Department.
4. **Self-Help in Rehabilitation.** Promote self-help techniques to reduce rehabilitation costs. To this end, the City will provide technical assistance to owners participating directly in rehabilitation efforts concerning permit processing, preparation of financing applications, and owner management of the rehabilitation work. Listed below are the various components of this program, together with lead agency and timing:
  - (i) The City places advertisements in the local newspaper from time to time publicizing the availability of Community Development programs. Two advertisements have been placed this year. Lead Agency: Community Development Department. Implementation Schedule: On-going.
  - (ii) The City lists telephone numbers under the topics of both Housing Rehabilitation and Rental Rehabilitation in the local telephone book. Lead Agency: Community



Development Department. Implementation Schedule:  
Continuous.

(iii) The Community Development Department has a variety of pamphlets and flyers explaining all of the housing assistance services available through the City, including assistance to owner-builders. Lead Agency: Community Development Department. Implementation Schedule: Continuous.

(iv) In 1987 the City created the new position of Permit Facilitator. The person in this position has a background in construction and/or architecture, and has the sole function of helping people through the permit process. Owner-builders have the greatest need for this type of service. Lead Agency: Public Works Department. Implementation Schedule: Continuous.

(v) In 1989 the City instituted the Citizen Response Center. The Center is staffed with persons familiar with all City services and functions. This service is especially helpful for owner-builders and other non-professionals seeking to understand and avail themselves of City services and functions. Lead Agency: Personnel Department. Implementation Schedule: Continuous.

(vi) Owner-builders calling or visiting the Planning or Building Departments are referred to the Community Development Department if it appears they could benefit from professional assistance, and if they would qualify as low or moderate income. Lead Agency: Planning and Building Departments. Implementation Schedule: Continuous.

5. **Minor Home Repair.** Continue to implement the City's Minor Home Repair program.

6. **Housing In Industrially Zoned Areas.** In conjunction with the General Plan and Zoning Ordinance revision, study industrial areas where there is existing housing and redesignate/rezone these areas for residential use, as deemed appropriate. The General Plan is expected to be adopted in early 1991, with Zoning Ordinance revision to follow immediately thereafter.

7. **Amnesty Program.** Continue the City's amnesty program to at least November of 1991.

**B. Rental, Home Ownership and Affordable Housing Conservation and Assistance**

1. **Section 8 Rental Assistance.** Continue to expand the

Section 8 Rental Assistance Program. Apply to HUD for additional Section 8 vouchers.

2. **Limited Equity Cooperatives.** Study the economic feasibility, criteria, and incentives for limited equity cooperatives as a means of providing ownership opportunities at an affordable level. If the study demonstrates the feasibility, pursue funding for implementation of the concept.
3. **Condominium Conversions.** Continue to implement the City's condominium conversion ordinance to assure the provision of tenant relocation assistance.

**C. New Housing Development**

1. **Affordable Housing Program Ordinance.** Adopt an ordinance requiring new commercial, and industrial projects to either provide affordable housing or pay in-lieu fees.
2. **Affordable Housing Unit/Fee Guidelines.** Adopt a housing unit/fee resolution specifying the exact unit and fee requirements and how the fee revenues will be spent.
3. **Inventory of Vacant Land.** Develop and maintain for public information purposes an inventory of vacant land.
4. **Mortgage Revenue Bonds.** Participate in the issuance of Mortgage Revenue Bonds for first time home buyers.
5. **Senior Housing Project.** Through the Housing Authority, develop a senior housing project providing 186 units.
6. **Emergency Shelter and Transitional Housing.** Continue to support local efforts to identify needs of the homeless and provide assistance to and shelter for the homeless and those requiring transitional housing. Apply for grants and other financing as available and appropriate.

The City is participating with Volunteers of America in applying for SAFAH funds. The application was submitted in the spring of 1990. The City has also investigated the feasibility of applying for State FESG funds with the United Pilipinos of Alameda and Volunteers of America. An application for VOA has been submitted and awarded. The Community Development Department is the lead for the City.

7. **Homeless Shelter Funding.** Provide funding assistance for establishment of a 30-bed winter shelter.



8. **Re-Use Area Special Studies.** As non-residential sites, such as existing school sites, other public or utility sites, and existing commercially zoned areas become surplus, or if major commercial or industrial sites become available, evaluate these sites for their potential to provide housing.
9. **Second Units.** Amend the Zoning Ordinance to allow attached second units which are larger than 10% of the existing living area, subject to review and approval of the Zoning Administrator.
10. **Small Lots.** Amend the Zoning Ordinance to permit in certain circumstances residential lots of 4,000 square feet in size with a maximum building coverage of 35% and setback requirements identical to other residential districts.
11. **Manufactured and Factory-Built Housing.** Allow for the development of manufactured and factory-built housing consistent with the requirements of state law.
12. **Parking Standards.** Review the parking standards of the Zoning Ordinance applicable to infill development for opportunities to reduce required parking and to eliminate the need for numerous variances.
13. **Military Housing.** Work with the Alameda Naval Air Station in their development of additional military housing.
14. **Redevelopment Project Area Expansion.** Expand the existing redevelopment project area to include the Webster Street commercial district, and possible other commercial areas in Alameda, or create a new project area encompassing this area and use new tax increment revenues for the development of affordable housing.
15. **Marina Village Housing.** Complete the processing of the proposal to increase the number of residential units at Marina Village above and adjacent to the shipways from 112 to 156 units. The Planning Board approved the necessary Master Plan Amendment on July 23, 1990, and the Development Plan on September 11, 1990.
16. **Liveaboard Housing.** Complete the processing of permits for Grand Marina, including approval for up to 10 percent of the berths to be occupied by liveaboards.

#### **D. Government Process and Role**

1. **Technical Assistance to Non-Profit Corporations.** Provide technical assistance to non-profit groups organized to promote or provide affordable housing. Such technical



assistance may include information, workshops, monitoring of programs, and assistance in applying for program funding.

A few representative examples of efforts the City has made are provided below, as an indication of the types of efforts that will continue to be made:

(i) When the Twin Towers Methodist Church was investigating the feasibility of an emergency shelter in the winter of 1989, the Planning Department worked closely with church volunteers to research applicable Zoning and Municipal Code regulations, and to find solutions to potential regulatory problems.

(ii) In 1987 the City established a Homeless Task Force. The Task Force has since then met many times with several non-profit groups to collect and disseminate information, identify problems, and establish programs to address those problems.

The City anticipates organizing two workshops regarding non-profits. The first workshop would be targeted to Alameda civic organizations and churches. The Housing Authority would run the workshop consisting of a panel of representatives of several existing Bay Area non-profits and the City. Topics would include: Why become a non-profit housing sponsor; What it takes to be a non-profit housing sponsor; Where is the income to cover expenses; What subsidies are available; What non-profit housing sponsors do; Alameda examples of non-profit housing opportunities; and How to start the process of becoming a sponsor. The first workshop is planned for the Spring of 1991.

The second workshop, also sponsored by the Housing Authority, would target those Alameda organizations which have attended the initial workshop, augmented by representatives of existing Bay Area non-profits. This workshop would showcase a variety of Alameda housing opportunities, orient participants to City programs and assistance, explain the development process and provide materials describing Alameda and housing program contacts. The second workshop is planned for the Spring of 1992.

The Housing Authority is hiring for the new position of Housing Development Specialist. One of the first tasks of this new person will be to conduct the above two housing development workshops.

2. **Coordinated Staff Review of Projects.** Continue to coordinate interdepartment review of projects in a timely

and efficient manner.

3. **Revisions to the Housing Element.** Consistent with state housing element law requirements (Article 10.6 of the Government Code), revise the Housing Element by April 1995.
4. **Revisions to the General Plan.** Revise the City's General Plan, including the CLUP, to ensure consistency with this Housing Element.
5. **Fair Housing and Tenant-Landlord Mediation.** Continue to contract with Operation Sentinel or a similar agency to provide fair housing and tenant-landlord mediation services.
6. **Yard Setbacks.** Implement the newly amended Zoning Ordinance to eliminate the need for variances to allow the extension of walls along existing lines into required yard areas.

Table 2-1

## CITY HOUSING ACTION AND IMPLEMENTATION FRAMEWORK 1989-1995

## A. REHABILITATION AND NEIGHBORHOOD PRESERVATION

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Rehabilitation programs	Rehabilitation of 5 owner-occupied and 10 renter-occupied units per year (VL, L, E)	Continue programs	Community Development	CDBG	1989-1995
2. Substantial rehabilitation program	Rehabilitation of 4 units in FY 89-90 and 10 per year thereafter (VL)	Reactivate	Community Development	Recapture loan money CDBG	1989-1995
3. State and federal rehabilitation financing programs	Rehabilitation (VL, L)	Review and make application	Community Development	General Fund	On-going
4. Self-help in rehabilitation	Reduce rehabilitation costs (VL, L)	Continue program	Community Development	CDBG	On-going
5. Minor home repair	Minor home repair of 68 units per year (VL, L, E)	Continue program	Community Development	CDBG	1989-1995
6. Housing in industrially-zoned areas	Identify areas and rezone as appropriate (VL, L, M)	Study and recommendations	Planning Department	General Fund	1990-1991
7. Amnesty program	Legalization of 20 illegal units per year (VL, L, M)	Extend program	Building Department	Application fees	1989-1991



Table 2-1 (Continued)

## B. RENTAL AND HOME OWNERSHIP ASSISTANCE

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Section 8 Rental Assistance	180 additional vouchers (VL, E, FH, LF)	Approval by HUD	Housing Authority HUD	HUD	1989-1991
2. Limited equity cooperatives	Long-term affordable ownership units (L, M, AM)	Conduct study	Housing Authority	General Fund	1991-1993
3. Condominium conversions	Ensure no undue hardship for tenants (VL, L, M, E)	Continue to enforce ordinance	Planning Board	General Fund	On-going

Table 2-1 (Continued)

## C. NEW HOUSING DEVELOPMENT

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Affordable housing program ordinance	Affordable units and in-lieu fees (VL,L)	Adopt ordinance	Community Development	CDBG	FY 1989-1990
2. Affordable housing unit/fee guidelines	Affordable units and in-lieu fees (VL,L)	Adopt Resolution	Community Development	CDBG	FY1989-1990
3. Inventory of vacant land	Annual update (A)	Field survey	Planning Department	General Fund	On-going
4. Mortgage revenue bonds	20 units for first-time buyers (M)	Participate in bond issue	Community Development	Bonds	1990-1992
5. Senior housing project	186 senior housing units (69% very low and low income units) (E, VL, L, M)	Construct project	Housing Authority	Bonds Redevelopment Agency H.A. Reserves	1989-1990
6. Emergency shelter and transitional housing	Address needs of the homeless (VL, H, FH)	Study needs/apply for grants	Housing Authority Community Development	General Fund CDBG Other as appropriate	On-going
7. Homeless shelter funding	30-bed winter shelter (VL, H)	Fund program	Housing Authority Community Development	Affordable Housing Fees	1989-1990
8. Re-use area special studies	Provide additional housing in appropriate re-use areas (A)	Study housing potential in re-use sites	Planning Department	General Fund	As sites become available
9. Second units	Development of 5 second units per year (VL, L, M)	Amend Zoning Ordinance	Planning Board	General Fund	1990
10. Small lots	Increase development potential (A)	Amend Zoning Ordinance	Planning Board	General Fund	1990

Table 2-1 (Continued)

## C. NEW HOUSING DEVELOPMENT (Continued)

11. Manufactured and factory-built housing	Reduce housing development costs (A)	Continue current practice	Planning Board	General Fund	On-going
12. Parking standards	Facilitate infill development (A)	Study/amend Zoning Ordinance	Planning Department	General Fund	1990-1991
13. Military housing	Development of 520 new military housing units (VL,L)	Work with Navy	Community Development	DOD	1989-1995
14. Redevelopment project area expansion	Generate tax increment for housing (VL,L)	Expand redevelopment boundaries	Redevelopment Agency/City Council	Redevelopment Agency	1990-1991



Table 2-1 (Continued)

## D. GOVERNMENT PROCESS AND ROLE

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Technical assistance to non-profit corporations	Development of affordable housing (VL, L, E)	Provide technical assistance	Housing Authority Community Development	CDBG	On-going
2. Coordinated staff review of projects	Efficient review resulting in cost reductions (A)	Staff coordination	Planning Department Central Permit Office	General Fund	On-going
3. Revisions to Housing Element	Update consistent with State law requirements (A)	Staff assignment	Planning Department	On-going	1995
4. Revisions to the General Plan	Revise General Plan/residential densities and locations (A)	Revise General Plan	Planning Department	General Fund	1989-1991
5. Fair housing	Minimize housing discrimination (A)	Continue contract	Community Development	CDBG	On-going
6. Yard setbacks	Simplify permit requirements (A)	Amend Zoning Ordinance	Planning Department	General Fund	1989-1991

Table 2-2

SUMMARY OF QUANTIFIED OBJECTIVES<sup>1</sup>

CATEGORY	INCOME GROUPS				TOTAL
	VERY LOW	LOW	MODERATE	ABOVE MODERATE	
<b><u>NEW CONSTRUCTION</u></b>					
ABAG Housing Needs Determination for the time period 1988 to 1995	548	382	477	979	2,386
Residential Permits Issued in 1988 <sup>2</sup>			13	135	148
Remaining Need	548	382	464	844	2,238
Units Provided Through Housing Programs <sup>3</sup>					
Mortgage Revenue Bonds			20		20
Independence Plaza (Senior Housing)	92	36	58		186
Navy Housing <sup>4</sup>	520				520
Substantial Rehabilitation Program		54			54
Second Unit Program <sup>5</sup>		30			30
Other Affordable Housing Fee Programs <sup>6</sup>		243			243
Subtotal	612	363	78		1,053
Market Rate Units (Vacant Sites) <sup>7</sup>		19	386	844	1,249
<b>Total New Construction</b>	<b>612</b>	<b>382</b>	<b>464</b>	<b>844</b>	<b>2,302</b>
Exceed Need	64	0	0	0	64

Table 2-2 (Continued)  
SUMMARY OF QUANTIFIED OBJECTIVES<sup>1</sup>

CATEGORY	INCOME GROUPS				TOTAL
	VERY LOW	LOW	MODERATE	ABOVE MODERATE	
<u>CONSERVATION</u>					
Existing Section 8 Rental Certificates/Vouchers (Households)	943				943
New Section 8 Rental Vouchers (Households)	174				174
Amnesty Program <sup>8</sup>	15	60	25		100
Lin-Oaks Motel Project <sup>9</sup>	32				32
<b>Total</b>	<b>1,132</b>	<b>60</b>	<b>25</b>		<b>1,217</b>
<u>REHABILITATION</u>					
Rehabilitation Programs (Dwelling Units)		50	63		113
Minor Home Repair (Dwelling Units)	244	244			488
<b>Total</b>	<b>294</b>	<b>307</b>			<b>601</b>



Footnotes to Table 2-2:

<sup>1</sup> Covers the period January 1, 1989, to April 1, 1995

<sup>2</sup> From Table 6-3

<sup>3</sup> Units expected to be built with some form of government assistance in accordance with Housing Element programs

<sup>4</sup> Assumes the 520 units in Phases 1 and 2 will be for very low income families (see Chapter 11)

<sup>5</sup> Assumes 5 second units per year will be developed under reduced city restrictions per Program C.9

<sup>6</sup> Market rate units will be subsidized utilizing the 325 unit exemption from Measure A provided by the Guyton lawsuit and the Affordable Housing Program Fee.

<sup>7</sup> Vacant site potential excluding vacant sites which will be utilized by City programs. See Chapter 7 for details

<sup>8</sup> Assumes 20 units per year will be legalized

<sup>9</sup> The City is currently in the process of determining the actual number of units of Very Low Income housing provided by the Lin-Oaks Motel. The 32 units shown here is a preliminary estimate. The City is also in the process of determining whether the units should be preserved in their current location, relocated, or demolished and replaced elsewhere.



## CHAPTER 3

### POPULATION, EMPLOYMENT AND INCOME

#### INTRODUCTION

This chapter describes Alameda's population, employment, and income, in terms of existing conditions, trends, and projections. The information in this chapter comes primarily from the 1970 and 1980 Census, the California Department of Finance, and the Association of Bay Area Governments.

#### POPULATION GROWTH

##### Historic Growth

As of January 1, 1989, according to the California Department of Finance, the City of Alameda had an estimated total population of 77,194. Of this total, 68,454 were living in households, and 8,740, or about 11%, were living in group quarters (primarily military barracks). According to these same estimates, there were 29,776 households in Alameda. In 1989, Alameda comprised 6.2% of the total population of Alameda County.

As shown in Table 3-1, between 1970 and 1980 Alameda's total population decreased by 10%, from 70,968 to 63,852. This was attributable to both a reduction in average household size (from 2.7 to 2.3 persons per household) and an over 50% reduction in the group quarters (primarily military) population. Between 1980 and 1989, Alameda's total population increased by about 21% and household population increased by about 13%, to 68,454. These increases in the 1980s were attributable to an increase in the number of households (average population per household remained virtually unchanged) and a 154% increase in group quarters population. As a home port to Navy ships, fluctuations in the size of the military population continues to have a significant effect on Alameda's total population from year to year.



**Table 3-1**  
**HISTORICAL POPULATION GROWTH**

**City of Alameda**  
**1970-1989**

<b>Year</b>	<b>Total Population</b>	<b>Group Quarter Population</b>	<b>Household Population</b>	<b>Population Per Household</b>
1970	70,968	7,210	63,758	2.698
1971	75,229	10,392	64,837	2.682
1972	78,523	13,574	64,949	2.659
1973	74,014	8,167	65,847	2.628
1974	74,638	8,571	66,067	2.587
1975	72,412	7,531	64,881	2.526
1976	71,921	8,234	63,687	2.455
1977	69,438	7,541	61,897	2.356
1978	71,231	10,470	60,761	2.306
1979	68,745	8,320	60,425	2.282
1980	63,852	3,432	60,420	2.279
1981	65,293	4,480	60,813	2.287
1982	64,618	3,205	61,413	2.296
1983	66,385	4,497	61,888	2.314
1984	74,651	11,430	63,221	2.329
1985	71,089	6,425	64,664	2.330
1986	75,232	9,691	65,541	2.326
1987	70,283	3,297	66,986	2.309
1988	75,918	8,428	67,490	2.311
1989	77,194	8,740	68,454	2.299

**Sources:** U.S. Census (1970 and 1980); California Department of Finance (1975, 1981-1989); John W. Cone (1971-1979)

## Projected Growth

The Association of Bay Area Governments (ABAG) in Projections '87 projects Alameda's total population growth for five year increments as follows: 75,800 (1990); 77,300 (1995); 76,500 (2000); 77,000 (2005) (see Table 3-2). In fact, the total population of Alameda has already exceeded ABAG's 2005 projection, due largely to the fluctuation in the group quarters (primarily military) population. This special consideration aside, ABAG projects a modest, steady increase in the number of households and total household (non-group) population between 1990 and 2005.

Housing demand and needs in Alameda obviously reflect national and Bay Area demographic trends. Compared to 20 or 30 years ago, people are living longer, having fewer children, and forming smaller households. In addition, there are now more divorces, more single-parent households formed (especially those with a female head of household), more single-person households, and more elderly households, all of which create special housing needs, especially for lower cost housing.

The trend toward smaller households is projected by ABAG for the Bay Area as a whole and the City of Alameda in particular (see Table 3-2). By 2005, average household size in the City of Alameda is projected to drop from the current 2.30 to 2.14, while Countywide average household size is projected to decline to 2.43 (see Table 3-3).

**Table 3-2**  
**CITY OF ALAMEDA PROJECTIONS**  
**1990-2005**

Category	1990	1995	2000	2005
Population	75,800	77,300	76,500	77,000
Households	29,360	30,260	30,720	31,290
Average Household Size	2.29	2.25	2.17	2.14

Source: Association of Bay Area Governments, Projections '87

**Table 3-3**  
**ALAMEDA COUNTY PROJECTIONS**  
**1990-2005**

Category	1990	1995	2000	2005
Population	1,256,650	1,313,450	1,360,300	1,414,000
Households	480,930	511,390	539,320	563,100
Average Household Size	2.53	2.49	2.44	2.43

Source: Association of Bay Area Governments, Projections '87



## POPULATION AGE STRUCTURE

Alameda's 1980 population included slightly fewer children and more elderly as a proportion of the population than the County as a whole. It is noteworthy that the number of children under 20 years of age in Alameda decreased from 32.3% of the total population in 1970 to 24.7% of the population in 1980. The City's elderly population, on the other hand, has been increasing. From 1970 to 1980, the percent of people in Alameda over 65 years of age increased from 8.7% of the population in 1970 to 12.1% of the population in 1980. As shown in Table 3-4, by 1980 the total number of people over 65 was 7,709 out of a total City population of 63,852. The median age in Alameda in 1980 was 32.3 years, compared to a median age of 30.7 Countywide. Households with one or more persons over 65 years of age constituted 21% of the households in Alameda in 1980.

Table 3-4

### POPULATION AGE DISTRIBUTION

City of Alameda  
1980

Age Group	Number	Percent
Under 15	10,843	17.0%
15-19	4,921	7.7%
20-34	19,488	30.5%
35-54	14,055	22.0%
55-64	6,836	10.7%
65+	7,709	12.1%
Total	63,852	100%

Source: 1980 U.S. Census

## ETHNICITY

Reflecting statewide trends and the influx of families from Asian countries, the ethnic make-up of Alameda changed slightly between 1970 and 1980 (see Table 3-5).

According to the 1980 Census, 73.6% of Alameda's population was classified as white, compared to 61.1% Countywide; 4.1% were black, compared to 18.2% Countywide; 12.8% were Asian, compared to 7.9% Countywide; and 8.4% were Hispanic, compared to 11.8% Countywide.

Based on analysis of school district enrollment information for the 1986/87 school year, John W. Cone estimates that the City of Alameda minority ("non-white") population increased from 26.4% in 1980 to 43.7% in 1986/87. Within this group, he estimates blacks increased from 4.1% to 8.4% of Alameda's total population. (Selected City Characteristics, John W. Cone, August 1988).

Table 3-5

### ETHNICITY

#### City of Alameda and Alameda County 1970-1980

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Ethnicity	City of Alameda		Alameda County
	1970	1980	1980
White	85.6%	73.6%	61.1%
Black	1.5%	4.1%	18.2%
Asian	4.6%	12.8%	7.9%
Hispanic	8.3%	8.4%	11.8%
Other	*	1.1%	1.1%

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\*Combined with black

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Sources: 1970 and 1980 U.S. Census

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## HOUSEHOLD COMPOSITION

The household composition of the City of Alameda roughly reflects the household composition of Alameda County. In 1980, 33.5% of Alameda's households were made up of single persons, 59.9% were family households, and 6.5% were non-family households (see Table 3-6).

Table 3-6  
HOUSEHOLD COMPOSITION

City of Alameda and Alameda County  
1980

<u>City of Alameda</u>			<u>Alameda County</u>	
	Number of Households	%	Number of Households	%
<u>Single Person Household</u>				
Male	3,654	13.8%	54,552	12.8%
Female	5,218	19.7%	66,130	15.5%
<u>Two or More Person Households</u>				
Married-Couple Family	12,230	46.1%	209,967	49.2%
Other Family Householder				
Male	723	2.7%	13,693	3.2%
Female	2,953	11.1%	50,883	11.9%
<u>Non-Family Household</u>				
Male Householder	1,065	4.0%	18,876	4.4%
Female Householder	674	2.5%	12,261	2.9%
<u>Total</u>	26,517	100%	426,362	100%

Source: 1980 U.S. Census



As shown in Table 3-7, the composition of households with children under the age of 18 is roughly comparable between the City of Alameda and Alameda County. Particularly noteworthy is the number of households with children headed by single mothers (i.e., 25.4% for the City of Alameda).

**Table 3-7**  
**HOUSEHOLDS WITH PERSONS UNDER AGE 18**  
**City of Alameda and Alameda County**  
**1980**

	City of Alameda		Alameda County	
	Number	%	Number	%
Married-Couple Family	5,239	69.0%	104,040	69.7%
Other Family				
Male Householder	315	4.1%	6,891	4.6%
Female Householder	1,926	25.4%	36,315	24.3%
Non-Family	113	1.5%	2,109	1.4%
Total	7,593	100%	149,355	100%

Source: 1980 U.S. Census

## EMPLOYMENT

The economy of Alameda County is strong and becoming increasingly diversified. Between 1980 and 1990, according to ABAG projections, Alameda County employment is expected to grow by 111,242 jobs, a 21.8% increase. Between 1990 and 1995 employment in Alameda County is expected to increase by 11.2%. Employment in the City of Alameda between 1980 and 1990 is expected to increase by 21.4%, and between 1990 and 1995 by 7.1% (see Table 3-8). The strong employment growth in Alameda County jobs is expected to continue to increase the demand for housing in the City of Alameda. Housing that is relatively near to jobs is expected to become even more desirable as travel time to work increases due to traffic congestion throughout the Bay Area. In addition, homeporting at the Naval Air Station may increase Navy personnel needing housing in the area.

Table 3-8

### TOTAL EMPLOYMENT

#### City of Alameda and Alameda County 1980-2005

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	City of Alameda	Alameda County
1980	31,465	511,158
1985	34,400	559,800
1990	38,200	622,400
1995	40,900	692,200
2000	43,300	740,600
2005	44,000	776,900

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Source: Association of Bay Area Governments, Projections '87

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Further, more people are working than ever before. In 1980, 53% (33,895) of the City's residents were employed. By 1995, ABAG projects that 56.7% (43,800) of the City's residents will be employed. This increasing rate is due to a number of factors, including an increase in the number of working women, attributable in part to the need for two incomes in a family to make housing payments.

**Table 3-9**

**TOTAL EMPLOYED RESIDENTS**

**City of Alameda and Alameda County  
1980-2005**

	<b>City of Alameda</b>	<b>Alameda County</b>
1980	33,895	522,093
1985	39,300	600,400
1990	42,200	665,800
1995	43,800	719,900
2000	43,400	755,000
2005	44,000	789,900

Source: Association of Bay Area Governments, Projections '87

Unemployment rates in Alameda County over the past few years have been about the same as state and national averages, although about 1% higher than regional figures.



## HOUSEHOLD INCOME

Alameda's median household income in 1980 was slightly below the Bay Area and Alameda County medians (see Table 3-10). In 1980, 23.0% of the City's households were considered very low income (earning less than 50% of median income), 20.7% were considered low income (earning between 50% and 80% of median), 25.7% were considered moderate income (earning between 80% and 120% of median) and 30.6% were considered above moderate income (earning more than 120% of median).

Table 3-10

### HOUSEHOLD INCOME

City of Alameda  
1980

Household Income	Number	Percent
Less than \$5,000	2,464	9.3%
\$5,000-\$9,999	3,863	14.5%
\$10,000-\$14,999	4,454	16.8%
\$15,000-\$24,999	6,979	26.2%
\$25,000-\$49,999	7,438	28.0%
\$50,000 or more	1,389	5.2%
Alameda Median	\$18,097	
Alameda County Median	\$18,700	
Bay Area Median	\$20,607	

Source: 1980 U.S. Census

In constant 1985 dollars, ABAG projects that average household income will increase in the City of Alameda from \$31,533 in 1980 to \$35,700 in 1990 and to \$37,500 in 1995. These average income figures are slightly lower (by about \$1,000) than for those of Alameda County as a whole (see Table 3-11).

**Table 3-11**

**AVERAGE HOUSEHOLD INCOME  
(In Constant 1985 Dollars)**

**City of Alameda and Alameda County  
1980-2005**

	<b>City of Alameda</b>	<b>Alameda County</b>
1980	\$31,533	\$32,015
1985	\$34,900	\$34,900
1990	\$35,700	\$36,900
1995	\$37,500	\$38,600
2000	\$39,600	\$40,400
2005	\$41,300	\$42,200

Source: Association of Bay Area Governments, Projections '87

## CHAPTER 4

### HOUSING STOCK AND CHARACTERISTICS

#### INTRODUCTION

This chapter describes Alameda's housing stock and its characteristics, with comparisons to surrounding cities, Alameda County, and the Bay Area. The information in this chapter comes primarily from the 1970 and 1980 Census, the California Department of Finance, and the Association of Bay Area Governments, but is supplemented by information from the City of Alameda and other sources.

#### SETTING

The City of Alameda is located in northern Alameda County adjacent to Oakland. Like the East Bay as a whole, Alameda is a desirable place to live because of its proximity to San Francisco and Oakland, its location on San Francisco Bay, and the attractiveness of its housing and neighborhoods. As an older island city that is almost completely developed, Alameda shares certain attributes with older central cities in the County and the Bay Area, but also has many unique qualities.

Of the City's 10.0 square miles of land area, approximately 2.3 square miles are devoted to federal installations at Alameda Naval Air Station and Government Island, leaving only 7.7 square miles for all other land uses. This 7.7 square miles of land area includes the Main Island and Bay Farm Island, excluding lagoons.

Based on 1988 population estimates, Alameda has the third highest residential population density (behind Albany and Berkeley) of all the cities in Alameda County (see Table 4-1).

**Table 4-1**  
**RESIDENTIAL POPULATION DENSITY**

**Cities in Alameda County**  
**1988**

<b>City</b>	<b>Land Area Square Miles</b>	<b>1988 Population</b>	<b>Population Per Sq. Mile</b>	<b>Ordinal Rank</b>
Alameda	10.0	75,918	7,592	3
Albany	1.0	15,879	15,879	1
Berkeley	10.90	106,803	9,798	2
Dublin	8.50	22,047	2,594	13
Emeryville	1.50	4,929	3,286	7
Fremont	78.40	165,222	2,107	14
Hayward	39.00	103,396	2,651	12
Livermore	18.57	56,445	3,040	8
Newark	13.00	39,398	3,031	9
Oakland	53.90	357,788	6,638	4
Piedmont	1.80	10,470	5,817	5
Pleasanton	16.00	48,482	3,030	10
San Leandro	3.00	67,053	5,158	6
Union City	18.00	50,120	2,784	11

Sources: California Department of Finance; OPR's California Planner's 1989 Book of Lists; City of Alameda

#### HOUSING STOCK COMPOSITION AND GROWTH

As shown in Table 4-2, between 1980 and 1989 a total of 2,554 units were added to the City's total housing stock (new construction minus demolitions and conversions). According to Census data, units added included 2,454 single family units and 203 duplex-fourplex units. 103 multiple family units (net) in structures with 5 or more units were lost. The number of mobile homes did not change. Thus, during the 1980s the City added an average of 284 new units to the housing stock per year.

In 1989, Alameda's housing stock includes 14,610 units (48%) single family units; 5,266 units (17%) in structures of 2 to 4 units; 10,424 units (34%) in structures of 5 or more units; and 56 mobilehome units (less than 1%). In addition, there are several marinas in the City containing "liveaboard" boats, plus houseboats at Barnhill Marina. Up to 10 percent of the berths at commercial marinas are permitted to have "liveaboards", pursuant to both Bay Conservation and Development Commission (BCDC) regulations and the City of Alameda Zoning Ordinance. Most marinas have their maximum permitted number of "liveaboards".



It should be noted that in the Zoning Ordinance and in General Plan policies the City uses somewhat different definitions of housing types than does the Bureau of the Census. City documents refer to "One Family", "Two Family" and "Multifamily". The primary reason for the different terminology is to maintain consistency with Measure A. As implemented by the City Council, Measure A distinguishes between One Family and Two Family structures, on the one hand, and Multifamily structures, on the other hand. Measure A is discussed in detail elsewhere in the Housing Element. The Housing Element uses the local terms when discussing local policies but, when reporting data developed by other agencies, retains the terminology utilized by those agencies.

**Table 4-2**  
**HOUSING STOCK CHANGES**

**City of Alameda**  
**1980-1989**

HOUSING UNITS					
Year	Units in Structures of			Mobile- Homes	Total
	Single Family	2 to 4 Units	5 or more Units		
1980	12,156	5,063	10,527	56	27,802
1981	12,315	5,119	10,407	56	27,897
1982	12,497	5,119	10,407	56	28,079
1983	12,533	5,160	10,407	56	28,156
1984	12,752	5,194	10,417	56	28,419
1985	13,170	5,217	10,417	56	28,860
1986	13,452	5,238	10,424	56	29,170
1987	13,675	5,242	10,424	56	29,397
1988	14,003	5,258	10,424	56	29,741
1989	14,610	5,266	10,424	56	30,356

Sources: 1980 U.S. Census; California Department of Finance

Table 4-3 shows a comparison of the City of Alameda's housing stock in 1989 with those of other Alameda County cities. As the table shows, of the 14 cities in Alameda County, Alameda has the third highest percentage (52%) of its housing stock made of up non-single-family units. Only Berkeley (57%) and Emeryville (86%) have higher percentages. Only Berkeley (22%) and Oakland (18%) have higher percentages of their housing stock in structures of 2 to 4 units. The proportion of Alameda's housing stock in structures of 5 or more units (34%) is comparable to the proportion of units in such structures in Alameda (35%), Berkeley (35%), and Oakland (33%).

Table 4-3

## HOUSING STOCK COMPOSITION

Alameda County Cities  
1989

Units in Structures  
Single Family Units   of 2 to 4 Units   of 5 or More Units

	Total Units	Total Units	Percent of Total Units	Total Units	Percent of Total Units	Total Units	Percent Total U
Alameda	30,356	14,610	48%	5,266	17%	10,424	34%
Albany	7,481	4,057	54%	779	10%	2,645	35%
Berkeley	47,019	20,438	43%	10,187	22%	16,357	35%
Dublin	6,717	5,024	75%	226	3%	1,467	22%
Emeryville	3,257	456	14%	484	15%	2,309	71%
Fremont	60,416	42,107	70%	1,585	3%	16,106	27%
Hayward	41,983	24,029	57%	2,777	7%	13,329	32%
Livermore	20,551	16,224	79%	988	5%	2,878	14%
Newark	12,247	10,464	85%	441	4%	1,325	11%
Oakland	155,051	75,637	49%	28,037	18%	51,191	33%
Piedmont	3,870	3,752	97%	73	2%	45	1%
Pleasanton	18,355	13,935	76%	751	4%	3,326	18%
San Leandro	30,568	19,430	64%	2,425	8%	7,960	26%
Union City	15,226	10,666	70%	1,351	9%	2,485	16%
Alameda County Total	295,520	295,472	59%	58,725	12%	140,637	28%

\* Less than 1%

Source: California Department of Finance, 1989

Average unit size in Alameda is increasing, with larger homes now being built. In 1980, the most common size unit in the City had two bedrooms, although recent construction has been more for three-or-more-bedroom units. According to 1980 Census data, one-bedroom and studio units comprised 30% of the total housing stock, two-bedroom units comprised 38%, and units with three-bedroom or more, 32% of the housing stock (see Table 4-4).

**Table 4-4**  
**NUMBER OF BEDROOMS PER UNIT**  
**City of Alameda**  
**1980**

Number of Bedrooms Per Housing Unit	Number of Units	Percent of Total
None and One	8,342	30.0%
Two	10,501	37.8%
Three or More	8,926	32.2%
<b>Total</b>	<b>27,769</b>	<b>100%</b>

Source: 1980 U.S. Census



## AGE AND CONDITION OF HOUSING STOCK

Alameda's housing stock is relatively old, yet generally well-maintained. As shown in Table 4-5 almost 40% of Alameda's 1980 housing stock was built before 1939; only about 15% of the City's 1980 housing stock was constructed after 1970.

Table 4-5

### AGE OF THE HOUSING STOCK

City of Alameda  
1980

Year Built	Number	Percent
1970-1980	4,240	15.3%
1960-1969	6,804	24.5%
1950-1959	2,935	10.6%
1940-1949	2,971	10.7%
1939 or earlier	10,819	39.0%
<b>Total</b>	<b>27,769</b>	<b>100%</b>

Source: 1980 U.S. Census

While most units are relatively well-maintained, almost all neighborhoods contain scattered conditions of housing deterioration and disrepair, with neighborhoods in the north and central areas of the City exhibiting the greatest need for both single and multiple family housing rehabilitation.

According to the City's 1988-91 Housing Assistance Plan (HAP), Alameda's housing stock contains an estimated 12,429 standard owner-occupied units and 15,371 standard renter-occupied units. Substandard units are defined as those units which, at a minimum, fail to meet current health and safety codes because of absent or inadequate heating facilities. Using this definition, the HAP estimates there are 416 owner-occupied and 528 renter-occupied substandard units.

Other substandard conditions, such as lack of complete plumbing and/or kitchen facilities, undoubtedly increase the number of substandard units but are not included to avoid double-counting of certain units.

In 1985 the City undertook a partial "windshield" survey to identify exterior conditions which may indicate the existence of other substandard conditions. More than 225 single and multiple family structures were identified through this effort, further supporting the need for rehabilitation programs.

Over the past ten years there has been an increased level of private rehabilitation in the City. Perhaps because of escalating housing costs, more people are choosing to stay in their homes and modernize, rehabilitate, and add space and amenities, rather than trade up for larger homes. The City's rehabilitation programs have also done much to improve the overall conditions of Alameda's housing stock.

Because of the overall high quality and high value of the City's housing stock, virtually every substandard unit in Alameda is considered suitable for rehabilitation.

#### HOUSING TENURE

According to the 1980 Census, owner-occupants comprised 41% (10,908) of the total occupied units in Alameda in 1980, with 59% of the occupied units (15,609) being rented. In Alameda County as a whole, 53% of the units were owner-occupied and 47% were renter-occupied in 1980. 514 of the total number of condominium units (2,232) in the City were rented in 1980. The owner-renter ratio is estimated to have changed to 45% owner and 55% renter as of January 1, 1988.

#### VACANCY RATE

The percent of vacant units provides a quantifiable measurement of supply and demand. The rule of thumb is that an overall vacancy rate of 4.5% to 5.0% indicates a good balance of supply and demand in the housing market. The Association of Bay Area Governments has adopted 4.5% as a regional vacancy goal in its housing needs determinations.

High demand and short supply results in continued use of units which are overcrowded, unsafe, unsanitary or otherwise unsuitable for residential use. It also results in high prices and rents,

which most severely impact lower income households, people on fixed incomes, families with children and other special need groups. Overcrowding and discrimination are also more likely to occur when the rental vacancy rate is low.

In 1980, according to the Census, Alameda's housing stock contained 27,785 year-round housing units. Of these, 1,268 or about 4.6% were classified as vacant. 305 of these units were vacant for sale, 568 were vacant rental units, 53 were held for occasional use, and 342 were classified as "other vacant." The effective vacancy rate, therefore, was about 3.14%. During the 1980's vacancy rates have declined sharply throughout the Bay Area as demand has significantly exceeded the available housing supply. Table 4-6 shows vacancy rates for Alameda County and all the cities in the County. As the table indicates, Alameda has one of the lowest rates in Alameda County.

**Table 4-6**

**VACANCY RATES**

**1989**

<b>Jurisdiction</b>	<b>Percent Vacant Units</b>
City of Alameda	1.9%
Albany	2.9%
Berkeley	3.3%
Dublin	3.0%
Emeryville	9.3%
Fremont	2.0%
Hayward	5.3%
Livermore	2.3%
Newark	2.3%
Oakland	4.6%
Piedmont	1.9%
Pleasanton	2.8%
San Leandro	3.0%
Union City	1.2%
Alameda County Total	3.3%

Source: California Department of Finance, 1989



The vacancy rates shown in Table 4-6, as reported by the California Department of Finance, include units that are held for occasional use, even though they are not a part of the available housing supply. Thus, the true vacancy rates are probably even lower.

## **OVERCROWDING**

An overcrowded housing unit is defined as one occupied by more than one person per room, exclusive of bathrooms and kitchens. According to the 1980 Census, 1,082 (4.1%) of the occupied housing units in existence at that time were overcrowded. 836 or 77% of these overcrowded units were renter-occupied; 246 or 23% were owner-occupied.

There is no recent data on overcrowding, but, since household size has remained approximately the same since in 1980, it might be assumed that 4.1% of the current (1989) occupied housing stock, or 1,221 units, is overcrowded.

## **HOUSING COSTS, AFFORDABILITY, AND OVERPAYMENT**

### **Housing Costs**

The City of Alameda is one part of the housing market area that makes up Alameda County as a whole. Alameda County is in turn part of the larger Bay Area housing market. Housing prices in Alameda County have tended to lag behind average Bay Area housing prices, although the City of Alameda has higher priced housing than the County as a whole.

In 1980, the median home price in the City of Alameda was \$99,600 and the median rent was \$257, which was about the same as the Bay Area's median home price (\$99,000) and median rent (\$267) (see Table 4-7). Alameda County's median home price in 1980 was \$85,300 and median rent was \$240.



**Table 4-7**  
**MEDIAN HOME VALUES AND RENTS**

**Selected Jurisdictions**  
**1980**

<b>Jurisdiction</b>	<b>Median Home Value</b>	<b>Median Rent</b>
City of Alameda	\$99,600	\$257
Alameda County	\$85,300	\$240
Oakland	\$66,600	\$202
Berkeley	\$96,400	\$223
San Leandro	\$79,800	\$255
Hayward	\$77,400	\$271
Bay Area	\$99,000	\$267

Source: 1980 U.S. Census

The sales price of housing has increased dramatically since 1980. According to the Alameda Board of Realtors Multiple Listing Service (MLS) Provider, the median sales price for a single-family home in Alameda in 1989 is \$262,333. The median price of townhomes is \$177,000, and the median price of a condominium is \$107,000 (see Table 4-8).

**Table 4-8**  
**MEDIAN HOME VALUES**

**City of Alameda**  
**1988 and 1989**

Type	1988	1989
<b>Single Family Detached</b>		
Two-Bedroom	\$164,000	\$198,000
Three-Bedroom	\$205,000	\$271,000
Four-Bedroom	\$258,000	\$318,000
<b>Townhomes</b>		
One-Bedroom	\$125,000	\$167,000
Two-Bedroom	\$182,000	\$187,000
<b>Condominiums</b>		
One-Bedroom	\$86,000	\$87,000
Two-Bedroom	\$115,000	\$127,000

Source: Alameda Board of Realtors MLS Provider, April 1989

According to TRW Real Estate Information, the median sales price of all homes in Alameda County rose from \$155,395 in January 1988 to \$174,744 in January 1989. During this same period, according to TRW, housing prices in the Bay Area rose from \$174,739 to \$205,064. The California Association of Realtors reported that between January 1988 and January 1989, the median sales price of a single-family home in the Bay Area (excluding Napa, Solano and Sonoma Counties) rose from \$185,898 to \$235,827, an increase of 29%.

Table 4-9 shows median listed rents in Alameda for 1975, 1979 and 1989 for vacant or soon to be vacant single family, condominium and apartment units. It should be noted that units not listed in the newspaper are not included in the 1989 column, nor are occupied units. It can be assumed, however, that the rental rates for these units are less than the listed rates.

**Table 4-9**  
**MEDIAN LISTED RENTS**

**City of Alameda**  
**1975-1989**

Unit Type	1975 Rents	1979 Rents	1989 Rents
Studio and One-Bedroom	\$170	\$240	\$575
Two-Bedroom	\$220	\$240	\$775
Three-Bedroom	\$320	\$465	\$1050
Four-Bedroom	\$440	\$600	\$1,300

Sources: Alameda Time-Star (June, 1975; May, 1979); Alameda Housing Authority, July 1989

As shown in Table 4-9, rents have increased dramatically over the past 14 years (from 1975 to 1989): 238% increase for studio and one bedroom units; 252% increase for two bedroom units; 228% increase for three bedroom units; and 195% increase for four bedroom units. The median advertised rent for a two bedroom unit (\$775) is about equal to "fair market rents" allowed by HUD under the Section 8 Rental Assistance Program in 1989.

#### **Home Ownership Affordability**

Table 4-10 shows affordability for home ownership at various income levels for two-person and four-person households. The table assumes a 10% down payment and that households can afford to buy a home that costs roughly three times their annual income .

Table 4-10

**OWNERSHIP AFFORDABILITY  
1989**

Household	Income	Price @ 3 x Income	Down Payment	Mortgage
(Two Persons)				
50% Median	\$18,000	\$54,000	\$5,400	\$48,600
80% Median	\$27,100	\$81,300	\$8,130	\$73,170
100% Median	\$36,000	\$108,000	\$10,800	\$97,200
120% Median	\$43,200	\$129,600	\$12,960	\$116,040
(Four Persons)				
50% Median	\$22,500	\$67,500	\$6,750	\$60,750
80% Median	\$33,900	\$101,700	\$10,170	\$91,530
100% Median	\$45,000	\$135,000	\$13,500	\$121,500
120% Median	\$54,000	\$162,000	\$16,200	\$145,800

Source: Alameda Housing Authority, April 1989

The income figures in Table 4-10 are derived from income limits established by HUD to implement the Section 8 Rental Assistance program. It should be noted that additional homeowner expenses, such as taxes and insurance, can require about 5% to 7% of gross income for lower and moderate income families. This would bring total housing costs up substantially. As the table demonstrates, home ownership has become increasingly difficult for all income groups. According to the California Association of Realtors' March 1989 affordability index, only 11% of Bay Area households can currently afford the median-priced home in the Bay Area.

### Rental Affordability

Rents have also increased with the high demand for housing. According to the Bay Area Council (February 1989), rents for available apartments in the Bay Area rose to an average of \$725 for a two-bedroom apartment in 1989, up 7.4% from the previous year. Given the low vacancy rate for rental housing in Alameda (high demand and short supply), it is anticipated that rent levels in the City will continue to increase. Table 4-11 shows rental affordability levels.



**Table 4-11**  
**RENTAL AFFORDABILITY**  
**1989**

Household	Income	Rent @ 30%	Unit Type
(Two Persons)			
50% Median	\$18,000	\$450	1-2 BR
80% Median	\$27,100	\$677	1-2 BR
100% Median	\$36,000	\$900	1-2 BR
120% Median	\$43,200	\$1,080	1-2 BR
(Four Persons)			
50% Median	\$22,500	\$562	2-3 BR
80% Median	\$33,900	\$847	2-3 BR
100% Median	\$45,000	\$1,125	2-3 BR
120% Median	\$54,000	\$1,350	2-3 BR

Source: Alameda Housing Authority, 1989

The Department of Housing and Urban Development (HUD) establishes "fair market rents" for Alameda and Contra Costa Counties for use in the Section 8 Rental Assistance program. These rent levels are shown in Table 4-12.

Table 4-12

SECTION 8 FAIR MARKET RENTS

Alameda and Contra Costa Counties  
1989

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Number of Bedrooms	Fair Market Rent
<hr/>	
Studio	\$539
One-Bedroom	\$654
Two-Bedroom	\$772
Three-Bedroom	\$965
Four Bedroom	\$1,080

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Source: Department of Housing and Urban Development

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Table 4-13 shows the income guidelines used by the Alameda Housing Authority in establishing eligibility for the Section 8 Rental Assistance Program.

Table 4-13

**INCOME LIMITS FOR VARIOUS  
SIZE HOUSEHOLDS  
1989**

<b>Household Size (Basis for Limit)</b>	<b>Very Low Income (Below 50% of Median)*</b>	<b>Low Income (50% to 80% of Median)*</b>
1 Person	\$15,750	\$23,750
2 Person	\$18,000	\$27,100
3 Person	\$20,250	\$30,500
4 Person	\$22,500	\$33,900
5 Person	\$24,300	\$36,000
6 Person	\$26,100	\$38,150
7 Person	\$27,900	\$40,300
8 Person	\$29,700	\$42,400

\*Specifically established for the Section 8 Program

Source: Alameda Housing Authority, 1989

The preceding tables illustrate that rental rates in Alameda and the Bay Area are generally affordable for households earning 80% to 120% of median income. Housing affordable to people earning less than 80% of median income is in shorter supply.

### **Overpayment for Housing**

Traditional lending wisdom, has in the past employed the rule of thumb that up to 25% of income spent on housing is "affordable." However, more recent lending practices and income limits for the HUD Section 8 Rental Assistance Program use 30% of income as the affordability standard.

In 1980, 26.7% of the City's households paid more than 30% of their income on housing, and one out of three renter households paid more than 30%. Table 4-14 shows the number of households (both owners and renters) who paid more than 30% of their income on housing in 1980. It should be noted that 53% of the City's lower income households (earning less than 80% of median income) paid more than 30% of their income on housing in 1980, with most of those (85%) being renters.

Data from the 1980 Census, which specifies rental or home ownership costs as a percent of income, were used to determine housing overpayment by income group. The Census aggregates income for overpaying households as follows: less than \$5,000; \$5,000-\$9,999; \$10,000-\$14,999; \$15,000-\$19,999; and \$20,000 or more. In order to use the data for income categories relating to state housing element law (i.e., Very Low, Low, Moderate and Above Moderate Income), the data were proportioned based on the percentage of households estimated to fall within four income categories. Table 4-14 includes the following assumptions for specific income categories based on this methodology:

- (1) The number of very low income households overpaying for housing includes all overpaying households with an income less than \$10,000 in 1980.
- (2) The number of low income households overpaying for housing includes all overpaying households that fall in the Census' "\$10,000-\$14,999" category plus 30% of the households in the "\$15,000-\$19,999" category.
- (3) Moderate income households overpaying for housing includes the remaining overpaying households within the Census' "\$15,000-\$19,999" category plus the proportion of overpaying households in the "\$20,000 or more" category that earn from \$20,000 to \$25,000 per year. This information was derived from the proportion of households earning \$20,000-\$25,000 that comprised the \$20,000 or more income group throughout the City in 1980.

By looking at information on family budgets and costs of other necessities, it becomes clear that lower income people paying over 30% of their income for housing may be doing so at the expense of other necessities. Moderate and above moderate income people, on the other hand, could probably afford slightly more than 30% of their income for housing.



Table 4-14

OVERPAYMENT FOR HOUSING  
HOUSEHOLDS PAYING MORE THAN 30% OF INCOME ON HOUSING

City of Alameda  
1980

Income	Renters		Owners		Total	
	Number	Percent	Number	Percent	Number	Percent
Very Low Income						
Less than \$10,000:						
Total Households	4,701	18%	1,632	6%	6,333	24%
(Paying 30%+)	(3,930)	(84%)	(757)	(26%)	(4,687)	(74%)
Low Income						
\$10,000-\$16,500:						
Total Households	3,953	15%	1,625	6%	5,579	21%
(Paying 30%+)	(1,131)	(29%)	(419)	(26%)	(1,550)	(28%)
Moderate Income						
\$16,500-\$25,000:						
Total Households	3,814	14%	2,093	8%	5,907	22%
(Paying 30%+)	(229)	(6%)	(266)	(13%)	(495)	(8%)
Above Moderate Income						
More than \$25,000:						
Total Households	3,140	12%	5,558	21%	8,698	33%
(Paying 30%+)	(9)	(0%)	(389)	(7%)	(398)	(5%)
TOTAL HOUSEHOLDS	15,609	59%	10,908	(41%)	26,517	100%
(Paying 30%+)	(5,299)	(34%)	(1,831)	(17%)	(7,130)	(27%)

Source: Derived from 1980 U.S. Census

CONDOMINIUM CONVERSIONS

Condominium conversion is a double-edged sword. On one hand is the potential of home ownership opportunities for moderate income families as well as the physical upgrading of properties. On the other hand, conversions reduce the rental housing stock in Alameda since no new apartment buildings are currently feasible.

Condominium conversions in Alameda peaked in 1979; only three units have been converted since 1983. Currently (1989) the sale of

condominiums is so slow that units are converted and sold only as they become vacant, thereby avoiding displacement of lower income or elderly tenants. The City's Condominium Conversion Ordinance establishes a limit on the minimum rental/ownership ratio and regulations for minimizing the impacts on existing tenants. The rental/ownership ratio limitation states that condominium conversions will not be allowed if the percentage of rental units drops below 40 percent of the total available housing stock.

## CHAPTER 5

### NEIGHBORHOOD PROFILES

#### INTRODUCTION

Alameda is not a homogeneous City. The Combined Land Use Plan (CLUP) has identified ten neighborhoods or planning areas in the City in addition to the Naval Air Station (see Table 5-1). Information on housing is presented by Census tract since it provides the best source of data, even though the neighborhoods overlap Census tract boundaries.

Differences throughout the City in income, age, and home ownership in 1980 are shown on Figures 5-2 through 5-5. From these data it is apparent that the rental housing in the City is providing much of the "affordable" housing, as evidenced by the high degree of correlation between tracts with an above-average proportion of renters and those with an above-average number of Very Low Income households. The notable exception is the Northside area (Census Tract 4273), where there are substantial numbers of Very Low Income homeowners.

It was on the basis of data such as these that the City designated areas for neighborhood improvements. These areas included the Northside neighborhood and parts of West End and Central neighborhoods (Census tracts 4272, 4273, 4276 and 4280). Tracts 4274-4275 (Naval Air Station) are mainly dependents living in Naval housing.

The following are discussions of each planning area neighborhood.

#### NORTHSIDE

The Northside is one of the oldest residential areas in the City. A great deal of older housing stock remains, commonly Victorian cottages or bungalows. The amount of private housing rehabilitation is making a significant difference in the appearance of the neighborhood.

The most serious impact on the area is the traffic from industrial uses. Buena Vista Avenue is a residential street which carries heavy traffic volumes, aggravated by the fact that much of the traffic is made up of large trucks. Lincoln Avenue also carries heavy traffic which impacts many of the side streets. A number of alternative routes have been constructed or are proposed to handle anticipated increases in traffic associated with potential Estuary development. These include Constitution Way, and the Atlantic Avenue extension which is intended to funnel increased visitor and industrial traffic away from Buena Vista Avenue.



## **WEST END**

Between 1970 and 1980 the West End experienced increases in population and the construction of more than 600 dwelling units. Most of this growth was attributable to development at Ballena Bay. The neighborhood has a mixture of two-family and multiple family structures interspersed among older one-family houses.

Ballena Bay is a water-oriented development which includes part of the shore in the West End and an island extending out into San Francisco Bay. The non-residential portion of the island, created from filled tidelands, is owned by the City and leased to the developer of Ballena Bay. This lease incorporates a land use plan including a hotel, conference center, offices, shops and recreational facilities.

## **SOUTH SHORE**

This area is the most-recently developed neighborhood in the City, with the exception of Bay Farm Island, and consequently its character contrasts sharply with areas north of the lagoon. The neighborhood has abrupt changes in density from one-family to high density multiple-family districts. During the 1970s, Tracts 4284 and 4285 experienced a substantial increase in the ownership rate primarily due to the construction or conversion of over 400 condominium units.

## **CENTRAL AND SOUTH CENTRAL**

These two neighborhoods, consisting of Tract 4280 and parts of 4278, 4279 and 4284, have among the highest residential densities in the City.

About three-quarters of the housing units are multi-family structures. Many older structures have been converted to multi-family housing. The most notable change between 1970 and 1980 was the sharp increase in home sale prices.

## **GOLD COAST**

The Gold Coast area encompasses about half of Census tracts 4278 and 4279. The R-1 zoning in this area has helped preserve mixed styles of predominantly larger, well-maintained, older one-family homes.



## **EAST END AND EAST CENTRAL**

These two areas include a mixture of unit types, although one-family homes predominate in these neighborhoods. There has been very little new construction since 1970 except for Central Court, encompassing one large block and comprising 24 one family homes on three acres. Increased traffic on Park Street, Broadway and High Street has become a concern to residents.

## **BAY FARM ISLAND**

This approximately 1,700 acre area is separated from the main island of Alameda by the San Leandro Channel and is actually a peninsula which also contains Metropolitan Oakland International Airport. It consists of several subareas of land owned by the City, the State, the Port of Oakland, and Harbor Bay Isle Associates. Within Alameda it includes land used for residential and commercial purposes, and vacant land.

The major development on Bay Farm Island is Harbor Bay Isle. In accordance with a development agreement and terms of a litigation settlement, this project has been master planned for an ultimate buildout of 3,200 dwellings.

Construction activity has been relatively high in this part of the City in recent years. A tentative subdivision map for the final phase of the development, consisting of 630 residences, has been approved by the Planning Board. The overall master plan for Harbor Bay Isle includes lagoons, five residential villages, schools, parks and other recreation facilities, a community shopping facility, other commercial uses and a business park. Outside the Harbor Bay Development there is also some existing older housing, and three large townhouse developments (Islandia, Casitas and Garden Isle) that were constructed between 1963 and 1976.

It is estimated that the balance of Bay Farm Island has a development potential of approximately 25 dwelling units.

## **ESTUARY**

About three-quarters of the housing now in this area is one-family. In recent years a number of commercial and associated recreational developments have been built along the shoreline. In addition, the Planning Board has approved attached and detached housing in the Marina Village mixed use project.

The most critical factor facing the Estuary development is the lack of adequate road access to much of the western waterfront properties. Primary circulation is limited to the existing reserve capacity of the Webster Street and Posey Tubes. Constitution Way

and the Atlantic Avenue extension are providing better access to Estuary properties and will funnel increased volumes of visitor and industrial traffic away from Buena Vista Avenue.

**Table 5-1**

**SELECTED HOUSING CHARACTERISTICS  
BY CENSUS TRACT IN ALAMEDA  
1980**

Census Tract	Planning Area	Median Income	Persons Below Poverty Level	Median Rent	Median Home Value
4271	East Central/ East Side	\$21,645	6.6%	\$262	\$113,700
4272	Estuary/ Northside	\$15,733	9.6%	\$237	\$75,600
4273	Estuary/ Northside	\$15,073	13.3%	\$229	\$72,600
4274	NAS	\$12,865	17.0%	\$224	\$70,800
4275	NAS	\$15,473	13.4%	\$232	-
4276	West End	\$12,607	14.1%	\$207	\$52,300
4277	West End	\$17,929	7.2%	\$299	\$82,400
4278	Central	\$17,617	7.9%	\$241	\$94,600
4279	Central	\$16,109	7.1%	\$242	\$108,600
4280	Central	\$14,905	7.8%	\$253	\$87,400
4281	East Central/ East Side	\$18,500	5.8%	\$245	\$99,400
4282	South Central/ East Side	\$18,992	4.8%	\$303	\$98,000
4283	Bay Farm Is.	\$31,168	1.4%	\$494	\$117,300
4284	South Central	\$17,842	10.4%	\$269	\$90,300
4285	Gold Coast	\$19,008	7.3%	\$288	\$158,200
4286	Southshore	\$24,137	3.2%	\$363	\$130,400
<b>City Total</b>		<b>\$18,097</b>	<b>9.1%</b>	<b>\$257</b>	<b>\$99,600</b>

Source: 1980 U.S. Census

Table 5-2

**HIGHLIGHTS OF OVERALL HOUSING AND HOUSEHOLD CONDITIONS  
AND HOUSING NEEDS BY CENSUS TRACT AND PLANNING AREA (1980)**

Census Tract	Planning Area/ Neighborhood	Highlights of Overall Housing and Household Conditions and Housing Needs by Census Tract and Planning Area
4271	East Central/	Median age 42.3 years; 26% elderly; 25% very low income households; 67% of units 45 years or more; 75% of East Side households are owners
4272	Estuary/	Median age 27.3 years; 35% between 20-34 years old; 28% very low income households; 62% of units 45 years old Northside or more; 62% renters
4273	Estuary/	Median age 31.1 years; 16% elderly; 32% very low income households; 58% of units 45 years or older; 58% of Northside households are renters
4274	NAS	Median age 20.3 years; 50% of population under 20 years of age; 26% very low income households
4275	NAS	Median age 23.5 years; 34% of population under 20 years of age; 24% very low income households
4276	West End	Median age 25.1 years; 36% of population under 20; 33 very low income; 83% of households are renters
4277	West End	Median age 32.9 years; 36% 20-34 years old; 24% very low income; 38% of units 45 years or older; 67% rents, 44% one-person households
4278	Central	Median age 31.9 years; 25% very low income households; 65% of units 45 years or older; 61% renters
4279	Central	Median age 32.6 years; 26% very low income households; 62% of units 45 years or older; 67% of households are renters
4280	Central	Median age 32.4 years; 34% very low income households; 39% of units 45 years or older; 86% of households are renters
4281	East Central/ East Side	Median age 37.1 years; 27% very low income households; 66 of units 45 years or older; 48% of households are renters
4282	South Central/ East Side	Median age 39.8 years; 20% very low income households; 44% of units 45 years or older; 43% of households are renters



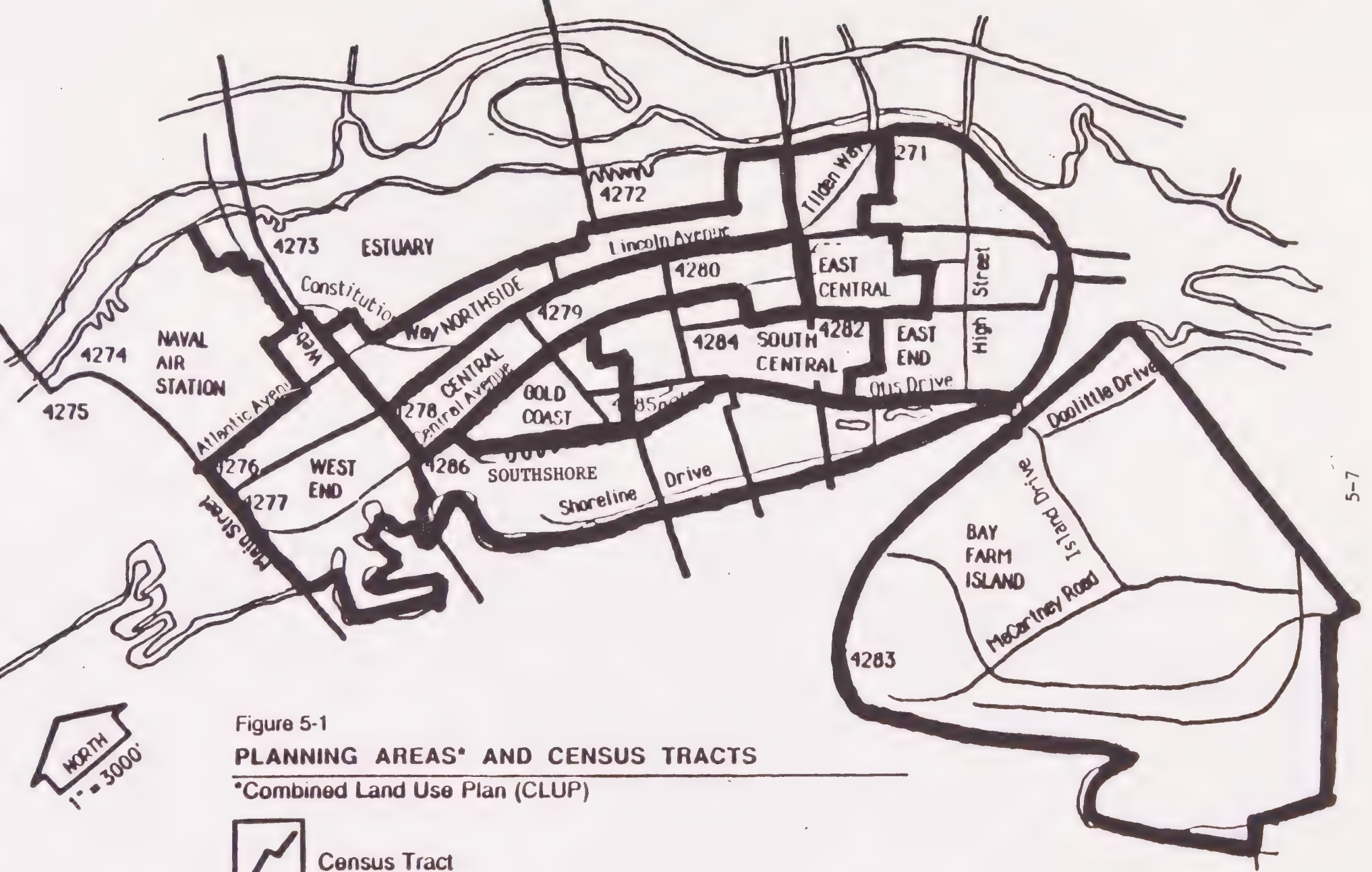
4283	Bay Farm Is.	Median age 37.6 years; 26% under 19; 5% very low income; 1% of units 45 years or older; 18% of households are renters
4284	South Central	Median age 36.3 years; 30% very low income households; 45% of units 45 years or older; 68% of households are renters
4285	Gold Coast	Median age 43.5 years; 19% very low income households; 8% of units 45 years or older; 67% of households are renters
4286	Southshore	Median age 37.7 years; 24% very low income households; 1% of units 45 years or older; 54% of households are renters
<b>City Total</b>		<b>Median age 32.3 years; 12% elderly; 25% under 19; 24% very low income; 39% of units 45 years or older; 59% renters; 33% one-person households</b>

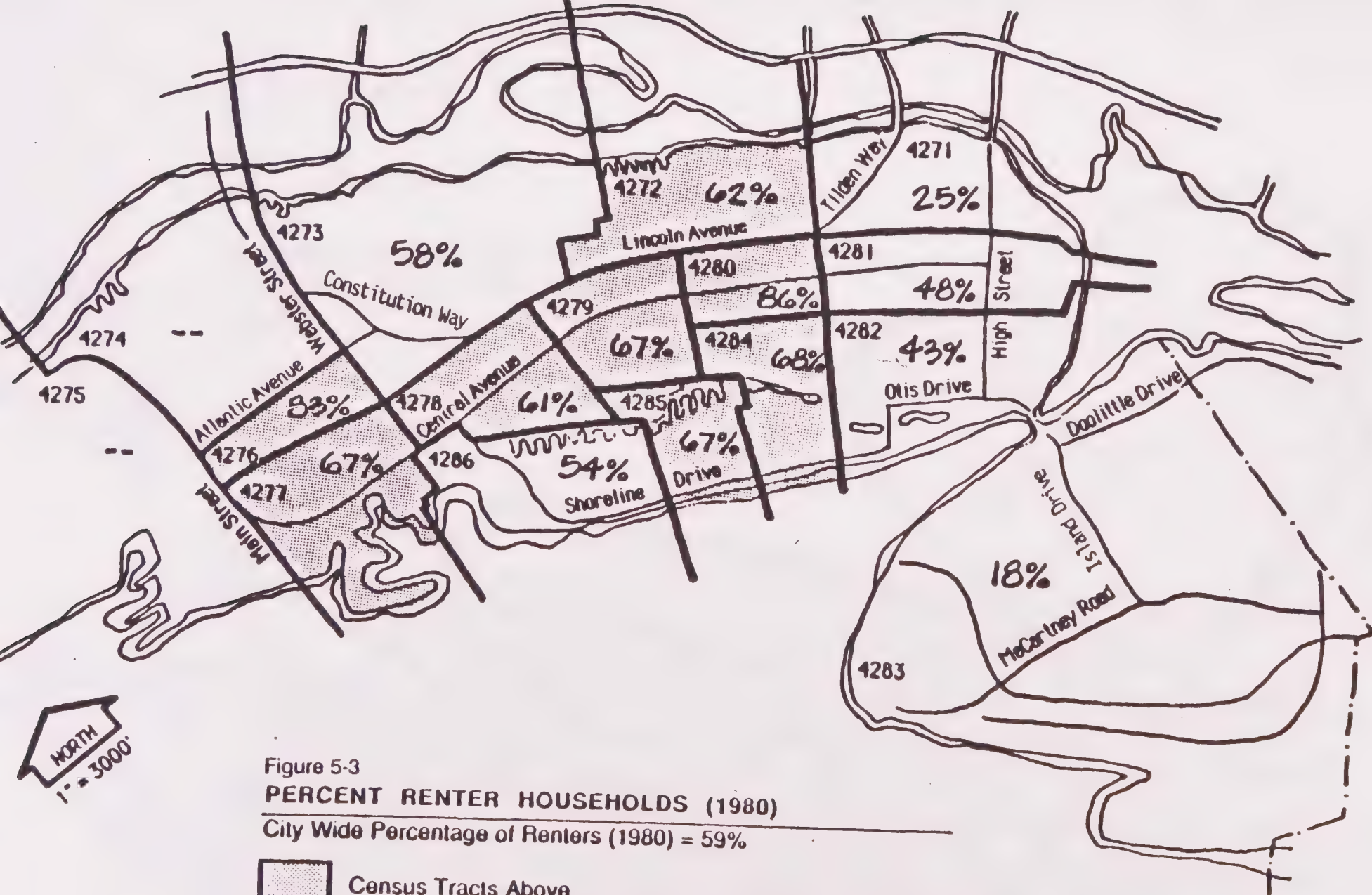
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Source: 1980 U.S. Census

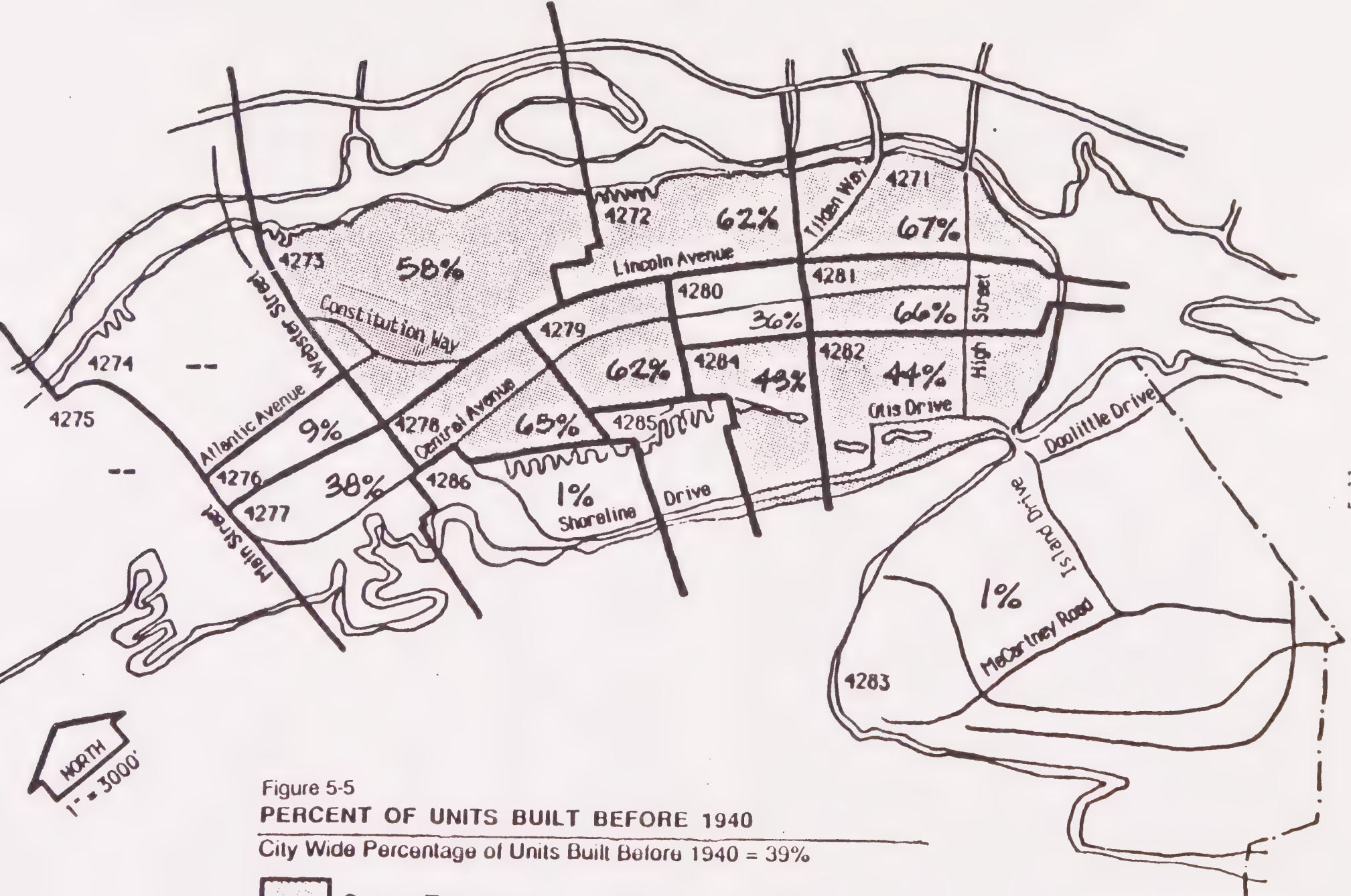
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## CHAPTER 6

### HOUSING NEEDS

#### INTRODUCTION

Under the state housing element requirement, housing needs are defined according to three categories: existing needs, projected needs, and special needs. Chapter 4 identifies the following existing needs:

- Overcrowding (1980)

- 246 overcrowded, owner-occupied units
  - 836 overcrowded, renter-occupied units

- Substandard Units (1988)

- 416 owner-occupied units needing rehabilitation
  - 528 renter-occupied units needing rehabilitation

- Overpayment (1980)

- 1,176 lower-income homeowner households paying more than 30 percent for housing

- 5,061 lower-income renter households paying more than 30 percent for housing

#### ALAMEDA'S SHARE OF PROJECTED REGIONAL NEEDS

To assist local governments in the San Francisco Bay Area in making projections of future housing needs, the Association of Bay Area Governments (ABAG) in January 1989 issued its regional Housing Needs Determinations for the period January 1, 1988 to April 1, 1995. The purpose of the document is to examine housing needs on a regional basis and to allocate to every city and county responsibility for planning to meet a portion of those needs.

ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing. For each jurisdiction ABAG calculated the 1988 existing need, defined as the short-fall between the actual vacancy rate in the city and the optimal vacancy rate of 4.5 percent (which is a regional goal), and then determined a projected housing need to 1995 based on the number of units needed to accommodate projected household growth between 1988 and 1995 and the additional units needed to achieve the optimal vacancy rate (see Table 6-1).

For selected jurisdictions, including Alameda, ABAG also included in projected need, additional units that ABAG has determined need to be built in the jurisdiction to help close the projected gap between job growth and household growth in the jurisdiction.

**Table 6-1**

**EXISTING AND PROJECTED HOUSING NEEDS**

**City of Alameda  
1988-1995<sup>1</sup>**

<b>Existing<sup>2</sup></b>	<b>1988-90 Projected Need<sup>3</sup></b>	<b>1990-95 Projected Need<sup>4</sup></b>	<b>Alternative Zoning Projected Need<sup>5</sup></b>	<b>Total Projected Need</b>
843 DU	1,146 DU	799 DU	441 DU	2,386 DU

<sup>1</sup> January 1, 1988, to April 1, 1995.

<sup>2</sup> The difference (expressed in housing units) between the number of units actually available in Alameda as of January 1, 1988, and the number of units that "should" have been available as of January 1, 1988, based on an optimal vacancy rate of 4.5 percent.

<sup>3</sup> The number of units needed to accommodate Alameda's projected growth (according to ABAG) for the 1988-1990 period. Note that this figure includes the 843 units from the first column.

<sup>4</sup> The number of units needed to accommodate Alameda's projected growth (according to ABAG) for the 1990-1995 period.

<sup>5</sup> Additional units that ABAG has determined need to be built in Alameda to help offset the projected gap between job growth and household growth in Alameda.

Source: Association of Bay Area Governments, January 1989.

ABAG breaks down total 1988-1995 housing needs according to four income categories: Very Low; Low; Moderate; and Above Moderate. The percentage of households within income categories was determined by ABAG based upon an averaging of the city's percentage distribution with the county's and the region's percentage distributions. ABAG's determination of need for the City of Alameda is shown in Table 6-2.

Table 6-2

## PROJECTED HOUSING NEED BY INCOME CATEGORY

City of Alameda  
1988-1995

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Very Low <sup>1</sup>	Low <sup>2</sup>	Moderate <sup>3</sup>	Above Moderate <sup>4</sup>	Total
548	382	477	979	2,386

---

<sup>1</sup> Units for households earning less than 50% of median income.

<sup>2</sup> Units for households earning between 50 and 80% of median income.

<sup>3</sup> Units for households earning between 80 and 120% of median income.

<sup>4</sup> Units for households earning more than 120% of median income.

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Source: Association of Bay Area Governments, January 1989.

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For planning purposes, however, these ABAG figures need to be adjusted to reflect the units that have been issued building permits between January 1, 1988 (the starting point for ABAG's 1988-1995 need determinations) and December 31, 1988. Modified need projections based on this adjustment are shown in Table 6-3.

During 1988, the City issued building permits for a total of 148 units. Fourteen of these units were "infill" units, consisting of one-family or two-family structures built on isolated lots, new units built on lots that were already developed with one or more units, conversions of existing space, or new units added on to existing units. While some of these units were developed at costs that would allow them to be rented at levels affordable to Very Low and Low Income households (See Appendix E) and may now be occupied by Very Low and Low Income households, the City cannot document that they were in fact rented to these households. In the absence of such documentation, according to the California Department of Housing and Development, these units cannot be used to adjust ABAG's needs determinations for the Very Low and Low Income categories. Accordingly, these units have been assigned to the Moderate and Above Moderate income categories in Table 6-3.



Table 6-3

ADJUSTED NEED PROJECTIONS

City of Alameda  
1988-1995

	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
ABAG Needs Projections	548	382	477	979	2,386
Building Permits <sup>1</sup>	0	0	13	135	148
Balance of Need <sup>2</sup>	548	382	464	844	2,238

<sup>1</sup> Building permit issued for new units between January 1, and December 31, 1988. Allocation of new units to income categories based upon City of Alameda estimates.

<sup>2</sup> ABAG 1988-95 needs projection minus building permits issued during 1988.

Sources: Association of Bay Area Governments, January 1989; City of Alameda, April 1989.

SPECIAL NEEDS

Beyond the general housing needs documented in previous sections of this chapter, state law requires that the housing element include an assessment of the housing needs of special groups within the community, including the persons with disabilities, elderly, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter or transitional housing.



## Elderly Housing

In 1980, approximately 23% (14,545) of Alameda's population was over 55 years of age; approximately 12% (7,709) was over 65 years of age, and almost 5% was over 75 years of age. ABAG projects that between 1985 and 2005 the portion of Alameda County's population 65 and older will increase from 10.1 to 11.2%.

In 1980, 4,833 households (or 18% of all Alameda households) were headed by a person 65 years of age or older. 1,979 (41%) of these were renter households and 2,854 (59%) of these were homeowner households. Of the total number of householders 65 years of age or older, approximately 10% were classified as below the poverty level. According to the 1980 Census, 31% of the population 65 years of age or older lives alone. Further, seniors in non-family situations are five-times more likely to be living at below the poverty level than their counterparts in family situations.

According to the City's 1988-1991 Housing Assistance Plan (HAP), elderly households (i.e., household headed by a person 65 years of age or older) currently (1988) account for approximately 28% of the total number of households in need of rental subsidy assistance. Furthermore, on a weekly basis, the Alameda Housing Authority receives an average of 10% of its rental subsidy inquiries from elderly persons. At this rate, it is estimated that 234 seniors will require assistance during the 1988-91 period covered by the HAP.

Housing costs since 1980 have escalated rapidly, making housing cost a very high proportion, and in some instances all, of an elderly person's Social Security Insurance payment. Many senior citizens live on fixed incomes and have limited resources for maintenance and rehabilitation. In addition, senior citizens who are long-term residents of rental units often experience substantial rental increases when their building is sold. Elderly residents in these circumstances often find themselves unable to locate comparable accommodations at an affordable price in the City and are forced to relocate to a new, unfamiliar community, an event which is frequently traumatic and debilitating.

For those retired and on fixed incomes, the costs of homeownership, particularly maintenance, generally constitute a much larger portion of monthly income than that of employed homeowners. Consequently, needed maintenance is often deferred, resulting in unpleasant, or sometimes, unsafe living conditions. In some instances home maintenance costs can be overwhelming, necessitating sale and relocation after many years of attachment to friends and neighbors in the area.

There is a need not only to preserve for future generations the housing stock currently occupied by senior citizens but also to ensure that elderly residents are able to remain in safe and

comfortable surroundings.

The increasing longevity of elderly people and the increasing number of elderly in the population will create a growing need for affordable housing and specialized housing for older residents. As the population ages further, there will be an even greater need for specialized housing for the elderly (especially low-and moderate-income elderly) such as congregate housing, life care services and group care facilities.

In addition to privately-funded group and health care facilities for the elderly, the City can assist this special needs group through currently-operating programs described in Chapter 11, such as the Section 8 Voucher Program, Minor Home Repair Program, and Condominium Conversion Displacement Ordinance. In addition, numerous programs which target elderly needs are described in the City Housing Action and Implementation Framework 1989-1995, contained in Chapter 2 of this Housing Element.

Construction of small infill units may be a viable method of providing over-extended elderly homeowners an opportunity to "trade-down" within the City to newer, less maintenance-intensive housing located close to existing downtown services. Secondary dwelling units, allowable in one-family residence districts may also meet the housing needs of displaced elderly renters.

Residential care and community care facilities are permitted in all residential zoning districts, subject to certain limitations.

#### **Households Headed by Single Women**

Since 1970, the number of households headed by women has increased substantially. In 1980, 11.5% of the City's households were headed by women (3,042 of 26,517). Of those, 36% lived alone, 7% lived with other relatives or non-relatives, and 57% were single mothers with children under 18 years of age. Significantly, 25% of all households with children were headed by a single mother. According to the 1980 Census, the median household income for single mothers with children was far below the City median household income in 1979 of \$18,097. Nearly 28% of female-headed households with children under 18 in Alameda were below the poverty level in 1979.

Women in the housing market, especially the elderly, low and moderate income, and single parents, face significant difficulties finding and maintaining housing. Housing affordability is a primary issue because frequently only one income is available to support the needs of the household -- and only a limited amount of funds can be allocated to housing. While some of these households may find housing assistance through the Section 8 Rental Assistance Program, many others are victims of high rents and/or overcrowded conditions. Although there is a continuing need for affordable rental housing for small families, there is also a need for shared



housing and group living alternatives where single-parent families can share not only space but child care and other resources as well.

Operation Sentinel, the City's housing counseling agency, United Pilipinos of Alameda, an emergency shelter provider, and the Alameda Red Cross all report large numbers of single-parent households seeking replacement housing or emergency shelter.

Programs currently providing assistance to this special needs group include the Section 8 Rental Assistance Program and the Condominium Conversion Displacement Ordinance. In addition, the City Housing Action and Implementation Framework 1989-1995 proposes a number of additional programs to assist households headed by single women.

### **Persons With Disabilities**

According to the 1980 Census, a total of 3,168 persons, or 7% of the working age population had some form of disability. 1,561 of these persons were prevented from working by their disability. For those employed it can be assumed that the income levels of the physically disabled are somewhat lower than the income levels for the general population throughout the City.

A survey of a sample composed of 167 persons with disabilities in the City was conducted by the Alameda Times Star in 1978. To be classified as "handicapped", a person had to be physically, mentally or emotionally impaired to the extent that his or her disability, interacting with the environment, imposed barriers between the individual and the attainment of his or her life goals.

The survey revealed that half (50.3%) of Alameda's disabled population was 65 years of age or older in 1978. Acutely disabled persons represented 69% of the sample and 22% of these persons stated that their housing was inadequate because they were unable to maintain it properly or get around within it. Of the acutely disabled, 77% said they would not be able to escape in the event of a fire. The non-acutely disabled felt housing was adequate in all but 8% of the cases and were not overly concerned about escape from fire.

Special needs of individuals with disabilities vary depending upon the particular disability with which one is afflicted. For example, the needs of a blind person differ greatly from those of person confined to a wheelchair. Special facilities such as ramps, elevators or specially designed restrooms necessary for wheelchair access would be architectural features needed to make dwellings suitable for persons confined to wheelchairs. Special features needed by ambulatory persons constrained by other disabilities may not be architectural; rather, these might be simple alterations to conventional dwelling units or furnishing and appliances which make

ordinary tasks of housekeeping and home life less trying and more enjoyable. In families, the needs of persons with disabilities, in terms of special features, would be fewer than those of a single person. Nevertheless, a person with a disability in a family would still have special needs. Special architectural features or contrivances could be valuable in giving this person greater independence, dignity, and quality of living.

Housing opportunities for people with disabilities can be maximized by removal of barriers in existing housing, and by the construction of new, barrier-free housing units. The City's current Housing and Rental Rehabilitation Programs provide opportunities for assistance in the removal of barriers in existing dwelling units.

### **Family Housing**

Family housing encompasses a wide range of housing needs. These include female-headed households (discussed previously), married couples, and large families (with 5 or more persons). Family housing, especially for low and moderate income families, is an especially critical need in Alameda. Specific needs include young adults and single parents, who generally have lower earnings, which can exclude them from the housing market.

In 1980 there were a total of 7,284 families with children, which comprised over one-quarter of the total 26,517 households in the City in 1980. Families with children, for the most part, require two to four-bedroom units. Slightly over 17% of all households in the City had four or more persons. Further, it should be noted that single parents comprised 2,187 households in 1980 (30% of all families with children; and 8% of all households.)

In particular, large families (with 5 or more persons) have special housing needs. There were 1,947 families with 5 or more persons in Alameda in 1980, representing 7% of all households. Most of the units with 3 or more bedrooms are one-family homes, which are expensive to rent, usually exceeding rental assistance limits of the Section 8 Rental Assistance program. As a result, large families are often forced to rent smaller dwelling units than would be normally be necessary, leading to overcrowded conditions and accelerated building deterioration.

As indicated in the City's 1988-1991 Housing Assistance Plan, only about 3% of the total number of households in need of rental subsidy assistance is made up of large families (i.e., households needing four-or-more-bedroom units). Of these, 55% are in the very low income category and the balance are in the low income category. By 1992 the Housing Authority anticipates that an additional 39 large families in need of housing subsidy will reside in the City. As of August 1989, only 38 households were on the Housing



Authority's waiting list for large units (i.e., 4 and 5 bedrooms), while 836 households were on the waiting list for smaller units. Only 5 of the 38 households on the waiting list were Alameda residents.

On the other hand, the City's 1988-91 Housing Assistance Plan indicates that 69% of the total number of households in need of rental subsidy assistance is made up of small families (i.e., households needing two and three bedroom units).

In addition, one of the major problems in the Bay Area is discrimination against families with children. The 1982 court decision in Marina Point Ltd. v. Wolfson prohibits landlords from discriminating against families with children except in senior housing projects. The problem with discrimination against families with children or on the basis of race is aggravated by the overall very low vacancy rate for rental units throughout much of the Bay Area. Landlords generally have a number of prospective tenants to choose from in the current housing market. Operation Sentinel, Alameda's housing counseling agency, provides discrimination testing and counseling and informs the public of fair housing rights under state and federal law.

Programs currently addressing family housing needs include the Section 8 Rental Assistance Program, Rent Review Advisory Board, and Condominium Conversion Displacement Ordinance. The City Housing Action Implementation Framework 1989-1995 describes other programs for assisting this group.

### **Families and Persons in Need of Emergency Shelter or Transitional Housing**

Throughout the country, homelessness has increasingly become a major concern. Factors contributing to the increase in homeless persons and families, and those in need of transitional shelter include the general lack of housing affordable to low and moderate income persons, increases in joblessness or in persons earning a wage below poverty level, reductions in government subsidies, and deinstitutionalization of the mentally ill.

To address this problem, in 1987, the City formed a Homeless Task Force as a special sub-group of the City's Social Services and Human Relations Board to study the needs of the homeless in the community. Because homeless people move from one location to another, because some sleep at night in shelters and others do not, because some are highly visible while others cannot easily be seen and because many drift in and out of homeless status, determining the scope of the problem in Alameda is difficult. During a two month period from June 15, 1987, to August 14, 1987, the Alameda Homeless Task Force asked the three main agencies in Alameda which provide services to the homeless to maintain records of those

served and those turned away because the program was full. The Alameda Red Cross, HOPE, and United Pilipinos of Alameda Emergency Shelter participated. The Task Force knew the results would be conservative because Alameda homeless people could seek services from agencies both in the City and throughout the County and also because the time period was during the summer, when weather conditions are easier to cope with.

At that time the records provided the following data:

Families	129
Singles	<u>64</u>
Total Households	193
Totally without Housing	88
Temporary Housing	<u>105</u>
Total Households	193

Where it was detectable, duplicate households were omitted. These cases are households not individuals; the number of individuals in the family households was not always readily available. Families included at least one child; temporary housing included people staying with friends, at the UPA Shelter or about to be evicted. Totally without housing were those people living in the streets, their cars or having one or two nights paid at a hotel by the sponsoring agency.

In early 1989 the Homeless Task Force determined that it was important to update the 1987 study. There are now four Alameda agencies which provide services to the homeless: UPA Emergency Shelter, Alameda Red Cross, Alameda Housing Authority, and Operation Sentinel. These agencies maintained records of those homeless households served during the two-month period of February and March 1989. The same criteria were used as in the earlier study. The results of this updated information are as follows:

Families	128
Adults Only Households	<u>129</u>
Total Households	257
Totally without Housing	114
Temporary Housing	<u>143</u>
Total Households	257

These 257 households were made up of 524 individuals.

One of the changes from the earlier study related to the number of adults-only households versus families. The earlier study indicated that two-thirds of the households served were families with at least one child. The 1989 data indicates that 50% of those now seeking assistance are adult-only households with the other 50% being families.



Based on the two-month survey results described above it is estimated that there are four homeless households made up of eight homeless individuals seeking emergency shelter in Alameda on a daily basis (calculated by dividing the two-month figures by 60 days). However, based on information provided by the United Filipinos of Alameda (UPA), average daily need may be substantially greater than suggested by the two-month survey.

According to UPA, its sixteen-bed facility is full nearly every day, and approximately five persons are turned away each day. It is important to note that the UPA facility provides shelter for only women and children. Of these, an estimated 30% to 40% are children. At least 90% of those turned away are women and children.

The UPA shelter is the only homeless shelter in Alameda. Established in 1983 and expanded in 1986, the sixteen-bed (14 regular and 2 handicapped) UPA facility, as noted above, provides shelter to women and children only. During a maximum two-week stay clients may receive employment and personal counseling, as well as long-term housing placement and child care assistance.

Additional shelter for the homeless is provided by the Alameda Red Cross in the form of motel vouchers. Current funding from sources, which include the City, the federal government, and local churches, issues motel vouchers for families that provide temporary housing for up to three nights. It is not uncommon for the Red Cross to receive up to 20 requests for shelter per day.

Unreported in these figures is the need for emergency shelter for single men. There is currently no emergency shelter available in Alameda for single men. The UPA and Red Cross currently refer homeless men (and others) to facilities in neighboring communities, including Peniel Mission in Oakland and Berkeley Emergency Shelter in Berkeley. No information is available on the number of persons who have come to these shelters from Alameda on referral.

Based just on the information from the UPA shelter and the Red Cross, there is an apparent need for an additional emergency shelter facilities for women and children, families and single men.

As described below, a number of facilities and services are proposed in FY 1989-90 to address the needs of homeless persons.

Programs approved for City funding in FY 1989-90 include the following:

Housing Support Services, provided by Operation Sentinel, include housing information and referral, tenant/landlord counseling and mediation, and fair housing testing and counseling.



The Rent Guarantee Program, operated by ECHO and funded by the City, provides financial counseling and rent guarantee certificates to low- and moderate-income families experiencing temporary financial difficulties.

The UPA Emergency Shelter, operated by United Pilipinos of Alameda, provides emergency housing in a homelike setting for up to 14 days to homeless women, children and families. While at the shelter, residents receive counseling, three meals a day, and housing and job search assistance.

Homeless Ancillary Services, provided by Alameda Red Cross, include motel vouchers, emergency child care, bus tickets, fast food vouchers, and infant sundries for homeless families.

The Winter Relief Program, proposed program would provide sleeping accommodations for 30 and one hot meal a day to homeless individuals.

The Emergency Services Network, a County-wide organization of which the City is a member, supports the efforts of local homeless services providers by disseminating information, coordinating inter-agency grant applications, brokering donated goods and services, and providing staff support for planning and policy development.

According to the Red Cross, there is also a critical need for transitional housing facilities in Alameda. Transitional housing provides shelter for an extended period of time (perhaps as long as 18 months) and generally includes the provision of other social services and counseling programs to assist in the transition to self-sufficiency. The Alameda Red Cross estimates that approximately 10% of the persons it houses with motel vouchers are candidates for transitional housing. UPA estimates that at least 50 percent of the women and children it houses are candidates for transitional housing.

There are presently no facilities or programs to address this need in Alameda. Zoning for emergency shelters and transitional housing is discussed in Chapter 9.

### **Military Housing Needs**

Military personnel assigned to the Alameda Naval Air Station are experiencing increasing difficulty finding adequate housing in a highly competitive rental housing market. While the Navy currently maintains 1,213 family housing units in the City of Alameda, it is apparent from the number of requests received by the Navy housing office at the Alameda Naval Air Station that additional housing opportunities for Navy personnel are needed. The distribution of military units is shown in Table 6-4.

**Table 6-4**  
**DISTRIBUTION OF EXISTING MILITARY HOUSING**  
**IN ALAMEDA**  
**1989**

Number of Bedrooms	Enlisted Personnel Grade E-4 and up	Officers	Captain's Quarters	Total
2	62	2	0	64
3	704	113	20	837
4	240	56	15	311
Flagship Quarters	0	0	1	1
<b>Total</b>	<b>1,006</b>	<b>171</b>	<b>36</b>	<b>1,213</b>

Source: Housing Office, Alameda Naval Air Station, January 1989

There is presently a waiting period of approximately one year for military family housing. Priority for military housing is based on rank, dependents and time in service. Those in the lowest pay grades (E-1 to E-3), therefore, must compete in the private market. Housing allowances are paid to Navy personnel not residing in military units; those in government units are not given the allowance. According to the Navy, and as described in Table 6-5, the greatest housing need at this time is for two-bedroom units for the predominantly young families in Grades E-4 through E-7.

A comparison of the housing allowances for these grades, as shown in Table 6-6, with the current median rent (\$775) for a two-bedroom unit clearly demonstrates that the housing allowances, in most instances, are insufficient and must be supplemented from base salary. Annual base salary for Grades E-4 through E-7 is approximately \$14,400 to \$28,800. With housing allowances added to base salaries, total annual incomes for military personnel with dependents range from about \$20,000 to about \$38,000.

By comparison the 1989 Section 8 income guidelines in Table 4-13 show that the upper limit of very low income for a family of three is \$20,250 and the upper limit of low income for a family of three is \$30,500. According to a 1984 ABAG analysis of Navy housing

needs, East Bay military personnel at Grades E-4 through E-7 all had incomes at or below 80% of the median for the area; income for all personnel at Grade E-4 and some at E-5 was at or below 50% of the median. Depending on family size, some personnel at Grade E-8 also were assumed to have incomes at or below 80% of the median.

**Table 6-5**

**WAITING LIST FOR MILITARY HOUSING FOR FAMILIES  
STATIONED AT ALAMEDA NAVAL AIR STATION  
April 1989**

Number of Enlisted E-4 or Higher		Officers Captains		Total
Bedrooms				
2	250	14	0	264
3	88	33	0	121
4	39	7	2	48
<b>Total</b>	<b>377</b>	<b>54</b>	<b>2</b>	<b>433</b>

Source: Housing Office, Alameda Naval Air Station, April 1989



Table 6-6

**MAXIMUM MONTHLY HOUSING ALLOWANCE FOR  
MILITARY PERSONNEL  
1989**

Grade	Maximum Housing Allowance -No Dependents-	Maximum Housing Allowance -With Dependents-
E-1	\$272	\$486
E-4	\$371	\$532
E-7	\$540	\$778
E-9	\$629	\$829
O-1	\$502	\$681
O-5	\$928	\$1122
O-9	\$946	\$1165

Source: Housing Office, Alameda Naval Air Station, April 1989

A housing market analysis conducted by ABAG for the Navy Public Works Center, indicates that highly skilled, highly paid workers, who can pay a premium for housing compete with Navy personnel in the private market, forcing Navy personnel to live in over-priced and/or substandard housing units. The study indicates further that 69% of Navy personnel and their dependents need 1-and-2 bedroom units, putting a particular demand on housing stock already in short supply. Of the Navy's current stock of 1,213 units in Alameda, only 64 are 2-bedroom units and none are 1-bedroom units. The military's deficit in housing will be further compounded by increases in homeporting .

The Navy is currently planning to meet a portion of its housing need by developing 785 units of military family housing on land in Alameda controlled by the Navy Supply Center Oakland-Alameda Annex.

#### **Farmworkers**

According to the State Employment Development Department and based on EDD guidelines (Migrant Seasonal Farm Worker Determination) there are few, if any, farmworkers in the City of Alameda. ABAG's

Projections '87 projects that the combined number of people employed in agriculture and mining in the City of Alameda will decline from 88 people in 1980 to 30 people by the year 2005. Given this small number, it appears that there is little need, if any, for programs to address farmworker housing need.

## CHAPTER 7

### AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

#### INTRODUCTION

The City of Alameda has limited opportunities for expanding its housing stock. The City has few remaining vacant sites for residential development and no ability to expand its supply of land through annexation or bay filling. In the long-run the greatest potential for residential development is construction of additional units on already developed residential parcels.

#### VACANT RESIDENTIAL LAND

Alameda is an old city that is almost totally built-out. There are few large, vacant sites available for new residential development.

Furthermore, Alameda's ability to expand its housing stock is constrained by its unique circumstances. Alameda is an island city, so the supply of land available for development is physically limited. Unlike other communities, which can obtain additional land through the annexation process, land in Alameda can only be made available through the process of filling the surrounding bay and estuaries. Although large portions of the main island and Bay Farm Island were created in this manner, further filling is prohibited by state and federal regulations.

Figures 7-1 and 7-2 describes the general location, size, zoning, and potential yield of the remaining large, vacant residentially-zoned parcels of land in Alameda. Collectively, the eight sites shown in Figures 7-1 and 7-2 can accommodate 1,566 new units.

Site #1 is a 59.0 acre site controlled by the Navy Supply Center Oakland-Alameda Annex which the Navy has slated for the development of 785 units of family housing. Based on information from the Navy, all 785 new units are intended for very low income households. Only the first two phases of the project, equivalent to 520 units, are assumed to occur within the time period of the Housing Element. (See Table 2-2 and Chapter 11)

Site #2 is slated for construction of the Housing Authority's 186 unit Independence Plaza Seniors' project. This project is expected to develop as follows: 92 very low income units; 36 low income units; and 58 moderate income units. Occupancy is scheduled for late 1990 to early 1991.

Sites #3, #4, #5 and #6 are contiguous or almost contiguous parcels in a Planned Development zoning district between Atlantic Avenue



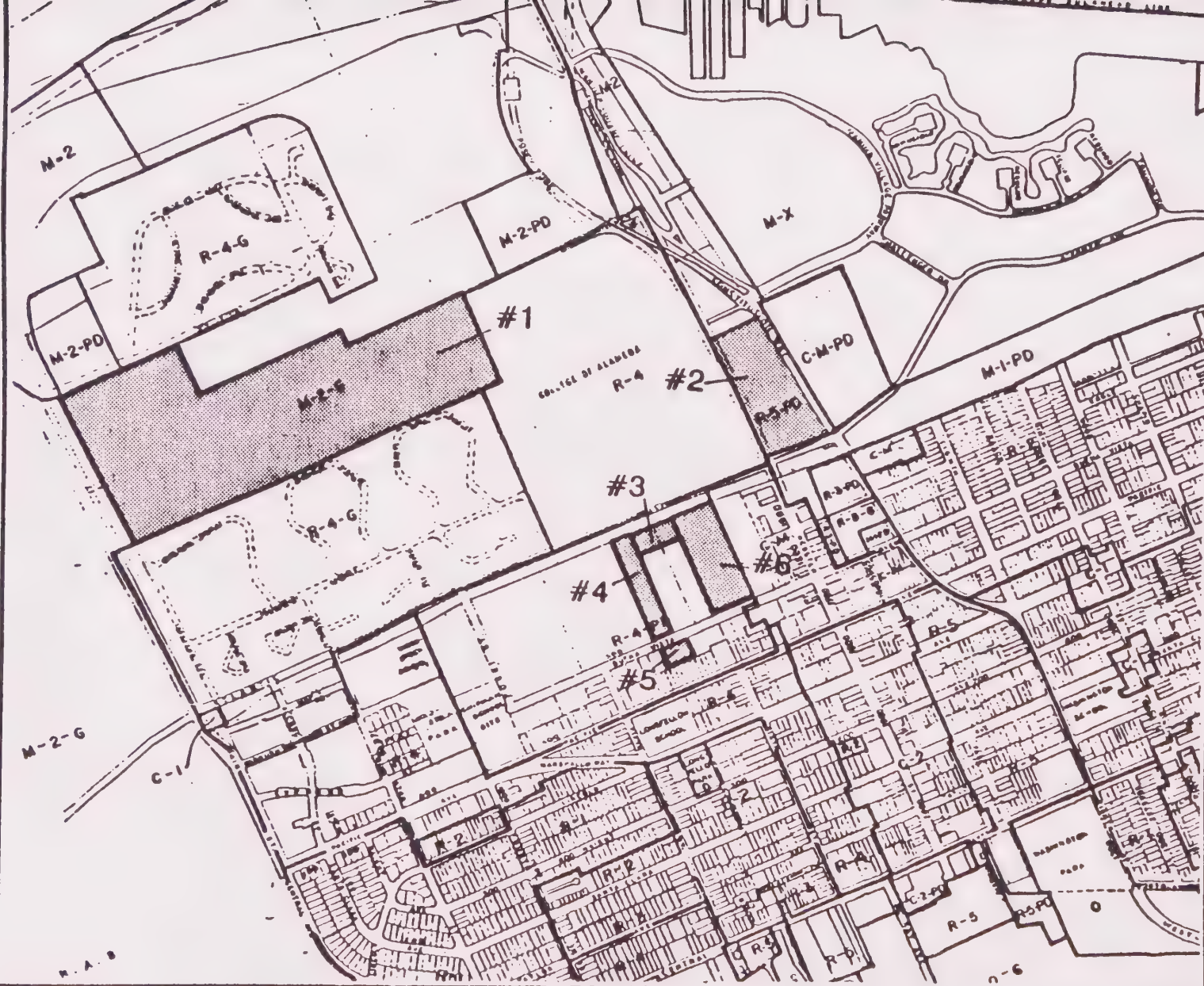


Figure 7-1  
VACANT HOUSING SITES AND DEVELOPMENT POTENTIAL - MAIN ISLAND

<b>#1</b>	<b>59.0 acres (Navy)</b>	<b>#2</b>	<b>5.01 acres</b>	<b>#3</b>	<b>0.6 acres</b>	<b>#4</b>	<b>2.6 acres</b>	<b>#5</b>	<b>0.69 acres</b>	<b>#6</b>	<b>5.5 acres</b>
	<b>R-4-G</b>		<b>R-5-PD</b>		<b>R-4-PD</b>		<b>R-4-PD</b>		<b>R-4-PD</b>		<b>R-4-PD</b>
	<b>785 planned units</b>		<b>186 potential units</b>		<b>13 potential units</b>		<b>57 potential units</b>		<b>15 potential units</b>		<b>120 potential units</b>
	<b>(SF attached)</b>		<b>(MF)</b>		<b>(SF attached)</b>		<b>(SF attached)</b>		<b>(SF attached)</b>		<b>(SF attached)</b>

Source: City of Alameda, April 1989

and Buena Vista Avenue. The land is flat and residential development potential is quite high. Although the area is zoned R-4, which allows densities of up to one unit per 1,500 square feet, a development density of only one unit per 2,000 square feet is assumed, to be consistent with the current General Plan. Under this assumption, these four sites in total can provide 205 units. Unless there is public assistance to lower costs, it is expected that new units at this location would be available to Moderate Income households. Some of the 325 units of public housing exempted from Measure A could be constructed on these sites.

Sites #7 and #8 represent the remaining development potential at Harbor Bay Isle on Bay Farm Island, except for an occasional infill unit. The 630 units possible on site #7 have already been approved. All of these units are expected to sell to households in the Above Moderate Income category.

In addition to the sites shown on Figures 7-1 and 7-2, there is an estimated potential for 156 units in the Marina Village mixed-use development. All of these units are expected to sell to households in the above-moderate category. The Master Plan Amendment and Development Plan, which are the two major discretionary documents necessary for these 156 units, have already been approved by the City.

Additional housing has been added since 1988 in the form of "liveaboards" at Grand Harbor, at the northern end of Grand Avenue on the Estuary. Up to 10 percent of the berths in the marina may be occupied by liveaboards; this represents 38 berths. Liveaboards typically have their own cooking and sleeping facilities, and sewer hookups, with a shower facility provided by the marina.

## RESIDENTIAL INFILL

In early 1985, the City undertook an extensive inventory of the remaining development potential on existing residential parcels. The development potential documented in the inventory included units on isolated vacant lots and additional units on lots that already have one or more units. The inventory involved a field survey of about 60 percent of the residentially zoned portion of the main island to determine existing land use. An additional but unknown amount of infill development (primarily on vacant lots) could occur in areas F and I, as shown on Figure 7-3. These two areas which were not surveyed as part of the 1985 inventory, are zoned predominantly R-1 but include some R-2, R-3, R-4 and R-5 zoning. Based on maximum density standards for each zoning district, the theoretical total number of dwelling units possible in the survey area was calculated. The actual number of existing units was subtracted from the theoretical yield resulting in a potential yield of 6,630 additional dwelling units. The location of these potential dwelling units by area is shown on Figure 7-3. It should be noted that the majority of the infill development



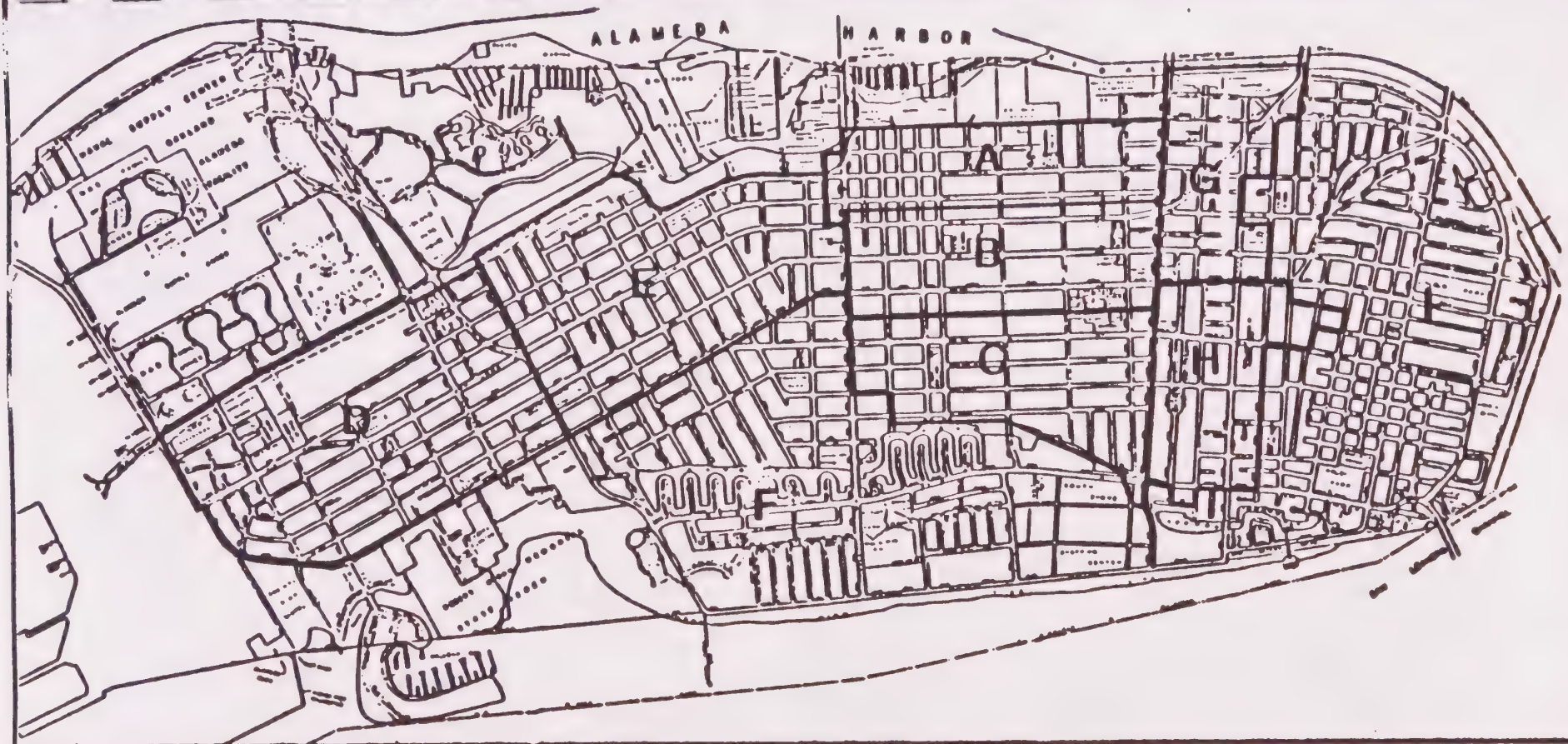


Figure 7-3

### POTENTIAL INFILL DEVELOPMENT

		ZONING	GEOGRAPHICAL AREA						TOTAL	
		DISTRICT	A	B	C	D	E	G		H
A -Northside 1	F -Gold Coast and	R-1, R-2, R-3 R-4 R-5 R-6 TOTAL	62	-	-	115	138	19	44	378
B -Central 1	South Shore		524	-	1,278	435	1,136	501	290	4,164
C -South Central	G -East Central 1		-	1,200	256	217	-	50	100	1,823
D -West End	H -East Central 2		-	265	-	-	-	-	-	265
E -Northside 2	I -East End		586	1,465	1,534	767	1,274	570	434	6,630
Central 2										

Source: City of Alameda, 1985



potential occurs in areas of the City zoned R-4, R-5 and R-6. These zoning districts allow relatively high residential densities. For example, the minimum lot size in each district is 5,000 square feet, and the minimum amount of land required per dwelling unit ranges from 1,500 square feet in the R-4 zone to 500 square feet in the R-6 zone. Recognizing that the full development potential of every parcel in R-4, R-5, and R-6 districts could not be realized due to Measure A restrictions (discussed in Chapter 9) and physical site limitations, the City divided the total potential yield (6,252) for the R-4, R-5 and R-6 zoning districts by one-half, resulting in 3,126 dwelling units. Adding in the development potential of 378 units in the R-1, R-2 and R-3 zones, results in a total estimated infill potential of 3,504 units.

Because of the importance of infill housing to total housing production estimates, a second estimate of infill housing potential was developed by the City utilizing a different data base and methodology. Using the 1989 update of the Sanborn Maps for the main island, the number of parcels by residential zone and neighborhood was determined. A random sample of parcels for each residential zone and neighborhood was then analysed in detail. Development potential was determined by assuming a maximum density of one unit per 2,000 square feet for all zones except R-1 (which has a 5,000 square foot per unit requirement). This is a very conservative density assumption. According to the Zoning Ordinance, permitted densities range from one unit per 2,000 square feet of lot in the R-2 zone to one unit per 500 square feet in the R-6 zone. A review of actual infill units built over the past few years indicates that an assumption of no more than one unit per 2,000 square feet more than compensates for other possible zoning constraints such as setbacks, open space requirements, separation between buildings, and Measure A. To be even more conservative, no development potential was assumed for any lot where the location of existing structures appeared to preclude access to the rear of the lot by a driveway. Further, no infill development potential was assumed for any R-1 zones, although in fact there are at least a few parcels zoned R-1 with adequate lot area to permit additional units.

This second methodology indicated a potential for 2,430 new infill units. While this is lower than the 3,504 units in the first estimate, it is significant that the potential is so high in spite of very conservative assumptions. A prime reason for this high potential is Alameda's distinctive pattern of subdivisions. When most of the City was subdivided at around the turn of the century, it was typical to create narrow, deep lots. As a result, unlike in new communities where it would be difficult to add new units behind existing dwellings, a great many lots in Alameda can accommodate new units behind existing houses.

Infill development is expected to occur in a number of forms, including the following:

- Construction of one or more one-family detached units on a vacant lot.
- Construction of one or more new two-family structures on a vacant lot.
- Addition of one or more one-family detached units or two-family structures on a lot that is already developed with one or more residences.
- Addition of one dwelling unit to an existing residence to create a two-family structure, either at grade, by addition of stories, or conversion of existing space.

Examples of infill projects are included in Appendix E.

Residential infill development has several advantages over development of raw land, including cost savings due to the presence of public infrastructure and lack of the need for extensive site preparation work. Additionally, where new units are added to an existing lot, there are no land acquisition costs.

According to City Building Department records, building permits were taken out for a total of 54 infill units between January 1, 1987, and June 30, 1989, for an average of 22 units per year. See Appendix E.

In 1987 building permits were taken out for a total of 28 infill units. At least seven of these were new one-family units on isolated lots. The rest were new two-family structures on existing developed lots, conversions of existing space, or "add-on" units. Construction costs for the new one-family units varied for \$107,900 to \$223,000. The new units on existing developed lots were generally in the range of 800 to 1,000 square feet. Construction costs for these new units varied widely from \$1,000 to \$45,000 per unit. Typical construction costs ranged from \$40 to \$60 per square foot.

In 1988 building permits were taken out for a total of 14 infill units. Four of these were new one-family or two-family units on isolated lots. The rest were new two-family structures on existing lots, conversions of existing space, or "add-on" units. Construction costs for the new one-family and duplex units varied from \$10,750 to \$140,000. The new units on existing developed lots were generally in the range of 800 to 1,000 square feet. Construction costs for these new units varied widely from a low of \$1,000 to a high of about \$70,000. Typical construction costs ranged from \$50 to \$60 per square foot, with some units being built for much less than this.

Between January 1, 1989, and June 30, 1989, building permits were



taken out for a total of 12 infill units. At least two of these were new one-family homes on existing vacant lots. The rest were new two-family structures on existing developed lot, conversions of existing space, or "add-on" units. Construction costs for the new single-family homes ranged from \$84,500 to \$151,350. The new units on existing developed lots were generally in the range of 800 to 1,000 square feet. Construction costs for these new units ranged from \$8,000 to \$57,000 per unit. Typical construction costs ranged from a low of \$10 to a high of about \$60 per square foot.

Based on the foregoing analysis of recent building permit activity, it is clear that the development costs for infill units vary dramatically. New one-family infill structures will likely be affordable only to moderate and above moderate income households. However, the development costs for the new two-family structures on existing developed lots, conversions of existing space, and "add-ons" (which would not involved land acquisition costs) would appear to allow property owners to rent such units at levels affordable to very low and low income households.

For example, a 700 square foot studio or one bedroom conversion or add-on could be built for \$55 per square foot for a total construction cost of about \$39,000. Development fees and minor site improvements might add another \$5,000 for a total cost of \$44,000. Using the rule of thumb that gross monthly rent should be about 1% of total development costs, this unit could be rented at about \$440 per month, which is just under rent affordability level for a two person household in the very low income category (See Table 4-11). In fact, as shown in Appendix E, many of conversion and "add-on" units were constructed for much less than the \$39,000 used in this example.

Admittedly, the volatility of the housing market in the Bay Area may drive rents to levels unaffordable to very low and low income households even for units built at low costs. In a community as desirable as Alameda, where one result has been a dramatic escalation in the sales price of houses, this outcome is possible. However, such an outcome would presumably stimulate more development of this type, given the exceptional return on investment that would result. Thus the City's housing stock could increase beyond the projections presented in this Housing Element, which could result in a stabilizing of rents and sales prices. In any event, the City's actions, by making development at lower cost possible, represent appropriate actions by local government toward providing affordable housing. Short of the City of Alameda regulating the rent levels of these infill units through owner agreements or through rent control, the City can do little more to ensure their affordability to lower income households.

The City projects that during the six and a quarter year time frame of the Housing Element, 26 infill units per year will be developed for a total of 162 infill units. These units are expected to be



rent at levels affordable at least to Moderate income households. For the reasons outlined above, lower rent levels and thus greater affordability may be possible, but the most conservative outcome is assumed for purposes of this Housing Element.

#### **GENERAL PLAN UPDATE**

As discussed earlier, the City is in the process of updating the General Plan. A draft update has been prepared based on direction from the City Council and Planning Board. The draft identifies the northern waterfront, roughly between Oak Street and Constitution Way north of Buena Vista Avenue as the only area of substantial changes in land use designations. In order to meet the City's fair share of housing needs, as identified by ABAG, this Housing Element commits the City to approve a new Land Use Element which results in a net increase in housing for the areas undergoing substantial change. The commitment is that the net increase in housing supply potential in these areas shall exceed the net change in housing demand from employment in these areas by at least 360 units. Given the proximity of the Estuary, it is expected that, without public assistance, new residential units would be available to either Moderate or Above Moderate Income households. This Housing Element makes the conservative assumption that the housing would be for Above Moderate Income households. As discussed in Chapter 2 and 12, all or some of the new units could have public assistance. This would allow up to 325 units to be constructed in exception to Measure A, and make the units affordable to Low Income households.

As shown in Table 7-1, the total residential development potential in Alameda is estimated to be at least 2,302. Thus, the City has available sites with sufficient capacity to meet Alameda's projected housing needs total of 2,238 units (in the aggregate and by income groups) for the period 1989-1995. Notably, the City is expected to exceed its fair share housing needs determination for the Very Low Income category.

Table 7-1

**PROJECTED HOUSING NEEDS AND SUPPLY  
1988 - 1995**

		Very Low	Low	Moderate	Above Moderate	Total
Housing Need (1)		548	382	464	844	2,238
Housing Supply						
Site	Description					
#1	Navy Housing (2)	520	0	0	0	520
#2	Independence Plaza	92	36	58	0	186
#3,4, 5,6	9.4 total acres (3)	0	0	205	0	205
#7,8	Harbor Bay Isle	0	0	0	655	655
	Scattered Site Infill (4)	0	0	162	0	162
#9	Marina Village (5)	0	0	0	156	156
	Grand Harbor Liveaboards (6)	0	19	19	0	38
	General Plan Update (7)	0	0	0	380	380
Total Supply		612	55	444	1,171	2,302
Adjustment (8)		0	327	20	(347)	n/a
Adjusted Total Supply		612	382	464	844	2,302
Surplus of Supply Over Need		64	0	0	0	64

Notes to Table 7-1:

(1) ABAG Housing Needs Numbers, 1988-1995, from Table 6-3 of the 1989 City of Alameda Housing Element.

(2) This assumes the Navy will complete Phases I and II of their housing project north of Atlantic Avenue and east of Main Street.

(3) These numbers make the conservative assumption that the sites will develop at one unit per 2,000 square feet, in the event that a downzoning initiative passes, and no public assistance is provided.

(4) Only the average annual production of the recent past is assumed as available.

(5) The Master Plan for Marina Village has been amended to increase the number of housing units in the Plan from 112 to 156, as has the Development Plan showing development specifics.

(6) The number provided in this chart only includes liveaboards added between 1988 and the present, and does not assume any additional marina development.

(7) This is the minimum number of new housing units which would be indicated in the General Plan update for the northern waterfront, in addition to new housing designations needed to meet the increased employment growth resulting from the General Plan update for the northern waterfront. The housing would be permitted at a density of up to one unit per 2,000 square feet, as either attached or detached housing. If the Measure A exemption of 325 units of public housing is applied to this area, the units could be in constructed with more than two units per building.

(8) This adjustment reflects the City's commitment to dedicate a variety of revenues for the purpose of providing Low and Very Low Income housing until the ABAG needs numbers are achieved. The funds could be used for any of the sites identified in this chart, including the scattered site infill housing category. This commitment is shown as a separate line item in recognition of the fact that the funds could be used at any location in the City, and at this time no agreements with specific landowners have been concluded. The entry moves to the Low Income category some of the units which without public assistance would be constructed as Moderate and Above Moderate Income housing. The Low Income category is identified in this chart since this is the category which according to the ABAG numbers has the greatest shortfall of need over supply. The actual decision of whether to use City funds for Very Low or Low Income households will be made on a case by case basis, based on specific opportunities presented by the site in question and the most current understanding of housing needs.



## **RESIDENTIAL USES IN NON-RESIDENTIAL ZONING DISTRICTS**

Commercial uses, particularly those in the older portions of the City, are a source of additional housing units. Commercial zoning districts allow residential uses with a use permit, based on the following provisions:

Any dwelling use permitted in "R" Districts; provided that the residential use will not conflict with or inhibit attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district; that new residential use shall not occupy ground floor space considered suitable for business use; and that new structures devoted solely to residential use shall not be permitted. [Zoning Ordinance Section 11-1331(a)]

This provision has been implemented to prohibit residential use in ground floor storefront space, but to allow it to the rear on the ground floor in the main structure or as an addition to the rear, or on the second floor above.

Industrial zoning districts only allow caretaker or watchman residences directly associated with the primary use.

## **SURPLUS LAND**

There is no known publicly-owned land in Alameda that has been or is likely to be declared surplus and which might be appropriate for residential development.

## **AVAILABILITY OF SERVICES**

Adequate water, sewer and other services are available to serve the remaining vacant and infill area development sites in the City, and, thus, there are no specific development constraints in terms of infrastructure capacity or the availability of facilities or services affecting their development.

## **CONCLUSION**

Based on the preceding analysis, the City concludes that, while the availability of services does not pose a constraint to housing production, the lack of vacant land does, in the long-term, constitute a constraint over which it has no control. Lack of vacant land will ultimately result in a greater dependence upon infill development as a source of a new housing in Alameda. As described in this chapter, there is considerable infill development

potential remaining in Alameda. Collectively, the vacant, mixed - use, redevelopable and infill sites are adequate to meet ABAG's projected housing needs (in the aggregate and by income groups) for Alameda during the 1989-1995 time frame of the Housing Element.







## **CHAPTER 8**

### **NON-GOVERNMENTAL CONSTRAINTS**

#### **INTRODUCTION**

The production and availability of housing is constrained in virtually every community both by government regulations and by non-governmental factors, such as the costs of construction and interest rates on home mortgages. This chapter reviews non-governmental constraints on housing production and availability that affect Bay Area and California communities generally and some that are unique to the City of Alameda.

#### **AVAILABILITY OF LAND**

The scarcity of land for housing development in Alameda is a physical constraint over which the City of Alameda has virtually no control. Unlike most communities in California, Alameda is an island city with no potential for annexing additional land. While much of Alameda is built on bayfill, the further expansion of the City through filling is precluded by federal and state regulations, most importantly through controls administered by the Bay Conservation and Development Commission. Thus, residential development potential is limited primarily to a few vacant sites, several of which are already committed to residential use through various levels of project approval, and infill in existing residential areas.

#### **HISTORIC AND ARCHITECTURALLY SIGNIFICANT NATURE OF ALAMEDA'S HOUSING STOCK**

Alameda is an old city with a large and rich collection of historical and architecturally significant buildings. On a per capita basis, Alameda has more historic and architecturally significant buildings than all but a few cities in California.

In the late 1970s the City of Alameda, with the help of one full-time staff person, several consultants, and more than 100 volunteers undertook an extensive survey of the City's historic building stock. The survey included a review and evaluation of 10,500 of the 13,500 buildings in the city limits at that time. The evaluators ultimately identified over 3,000 of these structures as worthy of consideration for preservation. These structures are now included on the City's Historical Building Study List and may not be demolished without review and approval by the City's Historical Advisory Commission. Currently, the list includes 3,788 buildings and sites, including 24 City-designated Historical Monuments. Conservatively, 90% of these buildings are estimated

to be residential structures, many containing multiple dwelling units.

Many of the neighborhoods on the main island are dominated by these historic and architecturally significant residential structures. In six of the 15 census tracts on the main island, according to the 1980 Census, between 58% and 67% of the total dwelling units were constructed before 1940. While not all pre-1940 buildings are historic or architecturally significant, many of the older buildings contribute to the integrity of neighborhoods in which the more significant structures are located.

These residential structures, in addition to providing housing for a large number of persons, are significant cultural resources. Like archaeological sites and wetlands, they should be preserved and protected even if this may limit the total number of residential units that could otherwise be built within the City.

#### **LAND COSTS**

There are few remaining vacant residential sites in Alameda. According to local realtors, land costs of these vacant sites range from approximately \$16-17 per square foot for sites on the main island (see Sites #3,4,5, and 6 in Figure 7-1), to \$45-50 per square foot for sites on Bay Farm Island (see Sites #8 in Figure 7-2).

As described in Chapter 7, however, the majority of the City's remaining development potential is infill on lots already developed but with zoned potential to accommodate one or more additional units. In these cases there are no land costs associated with the development of additional units. Additionally, in these situations the typical costs associated with development of raw land do not apply; all street improvements, including curb, gutter and sidewalk, and all infrastructure, including storm drainage and utilities, are already in place.

#### **CONSTRUCTION COSTS**

The costs of constructing housing have risen significantly in recent years. According to the City's Central Permit Office, the typical cost to build a wood frame one-family home in Alameda is currently (1988) \$64 per square foot. The cost of constructing a typical 1,500 square foot one-family home is therefore approximately \$96,000. (Chapter 9 provides a description of City fees required for building such a home.) Construction costs for a two-family structure are between \$55 and \$65 per square foot.



## FINANCING COSTS

Home ownership can be constrained by high mortgage interest rates, which over the past ten years have ranged from 15% down to about 9%. Interest rates are currently about 11.5% for a 30-year, fixed rate loan. Interest rates for adjustable rate mortgages (ARMs) are currently (1989) about 9.25%. High financing costs can also depress the construction of new rental properties, as investors may be discouraged by this increased cost.

High interest rates obviously make qualifying for a loan difficult. Table 8-1 shows how monthly mortgage payments vary for a \$208,000 mortgage on a \$260,000 home with 20% down payment, depending on the prevailing interest rate.

Table 8-1

MONTHLY PAYMENT ON A \$260,000 HOUSE  
(@ 30 Year Fixed \$208,000 Mortgage)

Interest Rate	Payment (P&I)	Required Income
9%	\$1,674	\$66,960
11.5%	\$2,060	\$82,400
13%	\$2,301	\$92,040
15%	\$2,630	\$105,200

With a 20% down payment (\$52,000) and an interest rate of 11.5% for 30 years at a fixed rate, the monthly payment will be \$2,060. Using the rule of thumb that the housing payment should not exceed 30% of the household's gross income, the buyer would have to earn over \$82,400 per year. The vast majority of the households in Alameda would not qualify. Table 8-2 provides a breakdown of costs associated with purchase of a median-priced home in Alameda.

Table 8-2

**TYPICAL HOUSING COST COMPONENTS  
(\$260,000 HOME)**

	<b>Alameda Median Home Price</b>
Sales Price	\$260,000
Closing Costs	\$8,227
Down Payments @ 20%	\$52,000
Mortgage Balance	\$208,000
Annual P&I @ 11.5% (30 years)	\$24,720
Insurance	\$800*
Taxes	\$3,000*
Total Annual Carrying Costs	\$28,500
Income Needed @ 30% of Gross	\$82,400

\* Varies

Another potential constraint to homeownership is the availability of home loans. A borrower's ability to qualify for a loan is based on a number of factors related to both the borrower and the property to be financed. Like borrowers, mortgage lenders are concerned about the stability of their investment, and look carefully at neighborhood property values and other factors which could affect that investment. For example, lenders may be reluctant or unwilling to finance properties in deteriorating neighborhoods. This practice is commonly known as "redlining".

According to the Alameda Board of Realtors, there is no evidence of "redlining" of any Alameda neighborhood by the financial community. Price and the borrower's ability to qualify for a loan are the only constraints to financing of available property in the City.

#### **BAY AREA HOUSING COSTS**

As discussed in Chapter 4, housing costs, driven by high demand, have escalated rapidly in the past few years. Alameda housing costs, both sales prices and rental rates, reflect the overall Bay Area market. Despite City efforts to minimize the costs of developing new housing generally and to provide subsidized housing, the City cannot ensure, short of instituting drastic controls such as rent control, that housing produced inexpensively will not be sold or rented at prevailing market rates.

## CONCLUSION

Based on the preceding analysis, the City concludes that market factors do, in fact, constitute constraints on production and availability of housing affordable to very low, low, and moderate income groups. These constraints are applicable to much of the Bay Area and are not peculiar to the City of Alameda.





## CHAPTER 9

### LAND USE CONTROLS AND GOVERNMENTAL CONSTRAINTS

#### INTRODUCTION

While local governments have little influence on such market factors as interest rates, their policies and regulations can affect both the amount of residential development that takes place and the affordability of housing. As described in Chapters 10, 11, and 12, the City has taken and will continue to take a wide variety of actions aimed at providing housing opportunities and ensuring housing affordability. Since governmental actions can also constrain the development and affordability of housing, state law requires that the housing element "address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing" (Government Code Section 65583 (c)(3)).

The City's primary actions affecting residential development and housing affordability, in addition to the programs described in this Housing Element, include the land use element of its General Plan and its Zoning Ordinance, its regulations regarding the preservation of historically significant residential structures, a provision of the City Charter limiting new multi-family residential development, and the City's processing procedures, standards, and fees related to development.

#### GENERAL PLAN

The City of Alameda's principal land use policy document is the Combined Land Use Plan (CLUP), which was adopted in 1979. The CLUP is currently being comprehensively revised, with adoption of a new general plan anticipated by early-1991.

The 1979 CLUP provides for the following three residential categories:

- a. Single-Family Residential areas, characterized by single-family homes generally on 5,000 sq. ft. lots, which permit development to a maximum density of 8.7 dwelling units per net acre.
- b. Special Single-Family Residential areas, characterized by a mixture of single-family and multi-family residences, which permit development to a maximum density of one unit per 5,000 sq. ft. of lot area where an existing single-family building is to be replaced and one unit per 2,500 sq. ft. of lot area where a multiple unit is to be replaced or where the lot was

vacant on July 3, 1979.

- c. Special Multi-Family Residential areas, characterized by multi-family residential development covering an entire block or more, which permit redevelopment to a maximum density of 21.75 du/net acres, but not more than the number of units that existed previously. A charter provision, popularly known as Measure A, prohibits construction of multi-family units which share more than one common wall.

The new General Plan will reflect the density assumptions upon which this Housing Element is based (see Chapter 7). The basic assumption is that new residential development will not exceed one unit per 2,000 square feet of land, or approximately 22 units per acre. Although current zoning in some cases theoretically allows higher densities, experience over the past decade indicates that higher densities are not realistic. Factors preventing higher densities include market economics, setback and open space standards, and parking requirements. Market economics include the high cost of land, the strong demand for middle and upper income housing, and the need to construct expensive parking structures when densities go over about 20 units per acre.

## ZONING

### Residential Zoning

Alameda's Zoning Ordinance, like that of other cities, defines various standards, including minimum lot size, maximum lot coverage, amount of land area per unit, setbacks, open space requirements, and parking standards. Alameda's development standards are very similar to other jurisdictions in Alameda County and throughout the Bay Area. For example, Alameda's Zoning Ordinance requires that the smallest new lot be 5,000 square feet (except in the PD combining District), which is comparable to the smaller lots allowed in many communities. Most new residences in the City are in fact constructed in planned developments on lots smaller than 5,000 square feet in area. The City Housing Action and Implementation Framework 1989-1995 includes a program calling for an amendment to the Zoning Ordinance to reduce the minimum required lot size to 4,000 square feet in certain circumstances.

The City of Alameda Zoning Ordinance includes the following zoning districts which include residential uses as a primary use:

- R-1, One-Family Residence District
- R-2, Two-Family Residence District
- R-3, Garden Residential District
- R-4, Neighborhood Residential District
- R-5, General Residential District
- R-6, Hotel - Residential District



The R-1 District allows only one-family dwelling units (and secondary residential units, as described later in this Section). The R-2, R-3, and R-4 Districts allow one-family and two-family units. The R-5 District allows one-family and two-family units and boarding and lodging houses. The R-6 District allows for all uses allowed in the R-1 to R-5 Districts and motels and hotels.

Figure 9-1 shows current (1988) zoning on the main island, and Table 9-1 summarizes the development standards for each zoning district.

**Table 9-1**

**CITY OF ALAMEDA  
RESIDENTIAL ZONING SUMMARY**

**Minimum Height, Bulk and Space Requirements**

Zoning Dist	Minimum Lot Area Per DU	Main Building Coverage	Maximum		Main Building Separation	Second Units Y/N
			Maximum Height	Required Open Space		
R-1	5,000 sq.ft.	40%	2 stories 30 feet	N/A	20 ft.	Y
R-2	2,000 sq.ft.	45%	2 stories 30 feet	600 sq.ft.	20 ft.	N
R-3	2,000 sq.ft.	40%	2 stories 35 feet	500 sq.ft.	20 ft.	N
R-4	1,500 sq.ft.	50%	2 stories 35 feet	400 sq.ft.	20 ft.	N
R-5	1,000 sq.ft.	50%	3 stories 40 feet	200 sq. ft.	20 ft.	N
R-6	500 sq.ft.	60%	4 stories 50 feet	120 sq.ft.	20 ft.	N

The City Planning Department estimates, given setback and parking requirements, that the highest density allowed by the Zoning Ordinance is in the range of 20 to 25 units per acre.

This Housing Element assumes densities lower than those permitted in several of the residential zoning districts, in order to be consistent with the current General Plan, as well as the draft updated General Plan. Once an updated General Plan is adopted, the zoning will be revised to conform to the updated General Plan.

#### **Planned Development Combining District**

The Zoning Ordinance also includes a Planned Development Combining District which can be used in conjunction with any residential zoning district and applied to an area of at least two-acres in size. The PD regulations eliminate the normal district requirements for minimum lot area and width and maximum building coverage. The maximum residential densities allowable under the PD regulations are as follows:

R-1	8.5 d.u./acre
R-2	17.5 d.u./acre
R-3	21.5 d.u./acre
R-4	29.5 d.u./acre
R-5	43.5 d.u./acre
R-6	87.5 d.u./acre

#### **Mixed-Use Planned Development Zoning District**

The Zoning Ordinance includes a Mixed-Use Planned Development District, designed to encourage a "compatible mixture of land uses which may include residential, retail, offices, recreational, entertainment, research-oriented light industrial, water-orientated or other related uses." Residential density in the M-X District may not exceed an average of 17.5 dwelling units per gross acre on all land designated on the M-X Master Plan for residential use.

#### **Residential Uses in Non-Residential Districts**

Residential uses are allowed by use permit in the C-1, Neighborhood Business, District, the C-2, Central Business, District and the C-M, Commercial Manufacturing, District subject to the following limitations:

- the residential use will not conflict with or inhibit attainment of General Plan land use designations or the operation of legitimate business uses within the Commercial district
- new residential uses shall not occupy ground floor space considered suitable for business use

- new structures devoted solely to residential use shall not be permitted.

Industrial zoning districts allow only caretaker or watchmen quarters directly associated with the primary use.

### **Secondary Dwelling Units**

The Zoning Ordinance allows, subject to approval of a conditional use permit, one secondary dwelling unit on lots in the R-1, One-Family Residential, District. Secondary dwelling units are not provided for in the other zoning districts (R-2 through R-6) as these are multiple-residence districts which, by definition, allow more than one dwelling unit per lot.

Similar to other cities, secondary dwelling units in Alameda are subject to certain provisions and limitations, as described in the following summary:

- Limited to conversion of existing floor space within the living area of a one-family residence or an addition to an existing residence not to exceed 10% of the existing living area. Detached units are not allowed.
- Secondary dwelling units may be rented, but not sold.
- Secondary dwelling units must conform to lot coverage, setback and height restrictions applicable to the principal residence.
- In addition to the parking normally required for the principal residence, secondary dwelling units shall provide parking which meets the requirements of the Zoning Ordinance (see following parking section), except that one-bedroom secondary dwelling units are required to only have one parking space.
- All secondary dwelling units are subject to design review approval to ensure compatibility with the principal residence, adjacent properties and the immediate neighborhood.

The maximum floor space limitation (10% of principal residence living area) constitutes a major constraint to the use of secondary dwelling units as standard housing. To address this issue, the City Housing Action and Implementation Framework 1989-1995 proposes a Zoning Ordinance amendment which will permit larger secondary dwelling units (see Chapter 2).

### **Parking Requirements for Residential Uses**

All residences are required to have on-site parking. The number



of parking spaces required per dwelling units is dependent upon the number of bedrooms in the dwelling unit, as follows:

- |                                       |  |
|---------------------------------------|--|
| • Secondary Dwelling Unit (1 bedroom) | 1 space per unit   |
| • Studio Unit                         | 1 1/2 spaces per unit  |
| • 1-2 Bedroom Unit                    | 1 3/4 spaces per unit  |
| • 3 or more Bedroom Unit              | 2 spaces per unit  |
| • Senior Housing                      | 3/4 space per unit   |
| • Rooming House                       | 1 space per guest room,<br>plus 1 space for resident<br>family |

Following is a summary of key parking provisions from the Zoning Ordinance applicable to residential uses:

- Parking spaces may be uncovered or covered.
- Minimum parking space size is 8-1/2 feet by 18 feet.
- No parking space is permitted in any required front yard, or in any required side yard on the street side of a corner lot.
- Unenclosed parking in the front half of a lot must be screened from view offsite in accordance with Zoning Ordinance requirements.
- Tandem parking is only permitted to satisfy parking requirements where one dwelling unit is served by both spaces.
- Access driveways are required to have a minimum width of 8-1/2 feet and a maximum width of 10 feet (based on a parking area with 25 required spaces or less).
- Only one access driveway is permitted per lot, unless an administrative exception is granted.
- Parking areas serving 5 or fewer spaces may be designed to allow exit by means of backing out. All others are required to provide for forward-facing exit.

These parking requirements could constitute a constraint on the production of in-fill housing in certain circumstances by reducing residential density. However, the availability of adequate parking is important to residents of Alameda and visitors and is a reasonable basis for restricting residential development. Furthermore, variances to these requirements are frequently granted by the City in cases of hardship due to unique circumstances. To address the issue of possible constraints on housing due to parking requirements, the City Housing Action and Implementation Framework 1989-1995 proposed that the City review its parking standards for infill development (see Chapter 2).

## **Manufactured and Factory-Built Housing**

State law limits the extent to which cities and counties can regulate the installation of manufactured homes, including mobilehomes. Government Code section 65852.3 requires that cities allow installation of certified manufactured homes on foundation systems on lots zoned for conventional single-family residences. This section and Government Code section 65852.4 generally require that manufactured homes be subject to the same land use regulations as conventional homes. Government Code Section 65852.7 deems mobilehome parks to be a permitted use in all areas planned and zoned for residential use.

While the City's Zoning Ordinance does not expressly address manufactured housing, the City complies with state law with regard to its regulation. Coupled with the availability of adequate sites, generally, for residential development (see Chapter 7), the provisions of state law ensure that adequate sites are available for manufactured housing.

With regard to factory-built housing, state law sets limitations on a City's ability to establish requirements applicable to the construction of housing of this type. Health and Safety Code Section 19981 provides that factory-built housing approved by the State is deemed to comply with the requirements enacted by a city which may be applicable to the construction of housing. Furthermore, Alameda places no limitations on where factory-built homes may be located within its boundaries. As with manufactured homes, the general availability of adequate housing sites, along with the absence of local restrictions on their construction, ensures adequate sites for factory-built housing.

## **Emergency Shelter and Transitional Housing**

Emergency shelters and transitional housing, which are not specifically mentioned in the Zoning Ordinance, are allowed in the higher density residential zones and in commercial zones. Boarding and lodging houses, which could include emergency shelters and transitional housing, are permitted by right in the R-5 and R-6 Districts and are permitted with a conditional use permit in the C-1, C-2, and C-M, M-1 and M-2 Districts. Much of the main island of Alameda falls into these zoning categories. Furthermore, none of the multiple family residential zoning districts limits how dwelling units are used and thus would all accommodate some form of transitional housing. Finally, up to three individuals may be kept as boarders in a one-family unit in any zoning district, including R-1, without a use permit or other approval.

## **HISTORIC PRESERVATION**

To protect Alameda's large stock of historic and architecturally significant structures the City adopted a historical monument preservation ordinance in 1975 (which has been amended several times since its adoption) and a Historic Preservation Element to its General Plan in 1980.

Among the Historic Preservation Element's policies are policies calling for:

- Review of proposed demolition of structures on the City's Historical Building Study List;
- Adoption of the California Historic Building Code; and
- Zoning regulations that promote the retention of single-family homes.

The City's historical monuments preservation ordinance accomplishes the first two of these policies. Under the ordinance, the City's Historical Advisory Board issues certificates of approval for repairs and alterations of buildings listed as "historical monuments" and reviews and approves all proposed demolitions of structures included on the City's Historical Building Study List.

Given the quality of Alameda's historic and architecturally significant housing stock and the contribution of these structures to the quality of life in Alameda, the City considers its historic preservation policies and regulations both appropriate and reasonable.



## MEASURE A

Concerned about the impacts of increasing residential densities in the form of additional multi-family dwellings on traffic, City taxes, and the residential quality of the community, Alameda voters in March 1973 approved Measure A, which amended the City Charter as follows:

Section 26-1. There shall be no multiple dwelling units built in the City of Alameda.

Section 26-2. Exception being the Alameda Housing Authority replacement of existing low cost housing units and the proposed Senior Citizens low cost housing complex, pursuant to Article XXV of the Charter of the City of Alameda.

As a charter amendment enacted by the voters, Measure A can only be repealed or modified by a vote of the electorate.

The City Council implemented Measure A in May 1973 by adopting Ordinance No. 1693 N.S., which added Chapter 4 to Title XI of the Alameda Municipal Code. This ordinance defined "multiple dwelling units" as follows:

A residential building, whether a single structure or consisting of attached or semi-attached structures, designed, intended or used to house, or for occupancy by three or more families, or living groups, living independently of each other, located in districts or zones authorized therefor. Each such family or group is deemed to occupy one such dwelling unit.

In December 1984, the City Council adopted Ordinance No. 2219, amending Chapter 4 of Title XI of the Municipal Code to interpret Measure A as prohibiting the alteration of an existing building to increase the number of multiple dwelling units beyond a maximum of two units in any one structure.

Thus, Measure A has been interpreted to prohibit the development, through new construction or alteration of an existing structure, of more than two dwelling units in a single structure. This interpretation, however, would allow development of as many two-family structures on a single lot as is legally allowed by the regulations of the zoning districts in which such structures are authorized (see Table 9-1).

The City Council through adoption of Ordinance No. 2278 also amended Chapter 4 of Title XI of the Municipal Code in April 1986 to allow for replacement of two-family or multi-family units destroyed by fire or other disaster as follows:

Section 11-443. Exception. Destroyed Building. A building permit may, notwithstanding the immediate preceding section,

be issued to rebuild all dwelling units, or any parts thereof, of record at the time the building within which they are located becomes a destroyed structure, as defined in Section 11-421 (g), provided that all codes and regulations other than the Zoning Ordinance density requirements are met by the reconstruction. All Zoning Ordinance requirements which do not require a smaller number of units or units smaller in area shall be met.

This, in effect, made all existing multiple-family units legally conforming uses.

Since its passage in 1973, there have been two unsuccessful attempts to gain voter approved exceptions to Measure A. In 1979, Alameda voters turned down a ballot measure that would have approved construction of 50 to 100 additional rental units on a specific site in the west end of the City. In 1984, Alameda voters rejected an exemption to Measure A to accommodate a private proposal to construct 272 residential units in a renovated industrial building.

Some critics of Measure A have argued that by limiting new multi-family developments, Measure A restricts the proportion of low income households in Alameda, discriminates against minorities seeking to locate in the City of Alameda, and restricts the mix of housing types.

However, a report prepared by John W. Cone, Consultant, Urban Economics and Planning Systems, for the City of Alameda in August 1988, concluded that Measure A has not had these effects. The following executive summary from the report, entitled Selected City Characteristics, summarizes the consultant's findings:

The City's implementation of Measure A has meant that the City has not authorized any apartment type housing units (i.e, units in buildings with 5 or more housing units (sic)) (note: in fact the City has approved multi-family Housing Authority projects with more than 5 units) in the City since 1974. Between 1980 and 1987, the City authorized 2,395 housing units of which 95% were single family houses and 5% were "multiplex" type units in buildings with two to four housing units. The State Department of Finance has estimated that between 1980 and 1988, the City's housing stock had a net increase (new construction + conversions less demolitions and combinations) of 1,939 housing units of which 95% were single-family houses and 5% were multiplex units. The State estimates show that the number of apartments in the City declined during this period by 120 units.



Because of the City's restrictive housing policies, some people anticipated that:

1. The City's housing growth rates could be adversely affected.
2. The policy would restrict the proportion of low income households in the City.
3. The policy would restrict the proportion of minority households in the City.
4. The City would not have an adequate supply of apartment type housing units.

The statistical analyses conducted in preparing this report indicate that none of these anticipated negative impacts has occurred.

1. Housing, household and population growth rates:

- a. The City's population, household, and housing stock growth patterns have obviously been affected by its housing policy. Between 1980 and 1988, its household population grew by 11.7%, its households by 10.1% and its housing stock by 7.0% reflecting a larger than average household size because of the predominately single family housing, and an intensive housing demand which occupied many of the existing housing units. (These figures suggest that had Measure A not been implemented, the problems which it was designed to mitigate would have continued.)
- b. It is difficult to determine how much the City's housing policies have effected these growth rates since they are affected by many other factors among which are the general economy, the availability of financing, the regional housing market and housing mix, the City's location and size, and the availability of developable properties.
- c. The available data shows that the 7% increase in the City's housing stock was 63% of the Regional growth rate (11.1%). By comparison, in the 1970-74 period it was 65% and in the 1975-79 period it was 28%. The growth rates for the City's households and household population are 84% and 99% of the Regional averages. These figures suggest that the City's growth rates have not been adversely affected by its housing policies since the City's net increases have been greater than for the comparable cities.

2. How has Measure A affected the City's Housing Mix? During



the 1980 to 1988 period, the proportion of single family houses declined in the Region (61.4% to 60.1%) and among the 24 selected cities (54.1% to 53.5%). The City of Alameda (43.7% to 47.1%) was only one of the two selected cities in which the ratio increased. Even so, the City's proportion of multi-family housing in 1988 (52.9%) is the fourth highest among the selected cities and substantially above the 24 city average (46.5%), Regional and State ratios (39.1%). Therefore, it is apparent that despite Measure A, the City still has one of the highest multi-family ratios in the region.

3. How has Measure A affected the City's Median Household Income? In 1979, the City ranked 17th among the Selected cities in median household income. In 1986, the City also ranked 17th. Therefore, it is apparent that Measure A has not significantly affected the City's median household income.
4. How has Measure A affected the proportion of the City's housing available for "low income housing"? In 1980, the City had the seventh highest proportion (16.8%) of housing units valued at under \$20,000 among the 24 selected cities. This proportion was higher than the average for the selected cities, the Region, or the State. The City also had the fourth highest ranking among the selected cities in the proportion of rental housing. While Measure A has tended to reduce these ratios since 1980 (the latest data available), it is apparent that the City of Alameda still has among the highest proportions low income housing among the selected cities and certainly above the averages for the selected cities, and Region and the State.
5. How has Measure A affected the proportion of Minorities in the City's population? The proportion of minorities in a City's population depends on many factors so that it is difficult to measure any one influence. However, between 1981/82 and 1986/87, the proportion of minority students in the school district increased by 17.6% compared to an average of 14.4% for the selected cities. Therefore, it is apparent that Measure A has not restricted the proportion of minorities in the City's population.
6. How would Measure A affect the future housing mix if it were continued? Projections of the City's housing stock in the year 2000 were prepared assuming a continuation of the trends of the last eight years. These projections indicated that depending upon how much housing is built during this period, the proportion of multi-family housing in the City would decline from about 53% at present to 50% or 49%. These projected ratios are still higher than 18 of the selected cities and above the averages for the selected

cities, Alameda County, the Region and the State.

Therefore, it can be reasonably concluded from the detailed examination of the available data that none of the concerns expressed about the City's restrictive household policies has occurred, and that even if these policies are continued to the year 2000 and beyond, they are not likely to significantly change the City's overall housing situation.

(The "selected cities" to which Alameda is compared in the report include the following: Berkeley, Concord, Daly City, Fairfield, Fremont, Hayward, Mountain View, Napa, Oakland, Palo Alto, Redwood City, Richmond, San Rafael, San Leandro, San Francisco, San Mateo, San Jose, Santa Clara, Santa Rosa, South San Francisco, Sunnyvale, Vallejo, and Walnut Creek.)

While Measure A does restrict the type of housing that can be built in Alameda, the City feels that Measure A does not constitute a significant constraint on the production of affordable housing in Alameda in light of other constraints such as the lack of available vacant land for new housing, the lack of federal and state funding for housing suitable to Alameda's situation, and overall market conditions in the Bay Area. The Cone report supports this position. Furthermore, there is no indication that by removing Measure A's limitations, more affordable housing would be built. Given prevailing high land costs and the diseconomies related to new high density development in a city as densely developed as Alameda already is (e.g., the need to provide extensive on-site parking, possible increased development fees to accommodate growth beyond what has been planned for, etc.), new development that is more dense than is permitted under Measure A is not likely to be affordable to very low or low income households.

To the extent that Measure A does restrict the type of housing that can be built in Alameda, the City feels that the limitations imposed by Measure A represent a reasonable and justifiable approach to protecting Alameda's historic resources and the quality of its existing residential neighborhoods.

#### **Measure A Exception**

In April 1990, the Alameda County Superior Court approved a settlement of the Guyton v. City of Alameda case. In the settlement agreement the City agreed that Section 26-2 of the City Charter allows the Alameda Housing Authority to replace, with multiple unit housing, 325 low cost housing units. Three hundred twenty five represents the number of low cost units lost when the former Buena Vista Apartments was converted to the market rent Bridgeport Apartments. This exception to Measure A, when combined with other aspects of the settlement agreement and a variety of new City housing initiatives (see Chapter 12), makes it possible for the City to meet ABAG's Fair Share Housing Needs projections for the



period through 1995.

## **DEVELOPMENT PROCESSING PROCEDURES, STANDARDS, AND FEES**

Government policies and ordinances regulating development affect the availability and cost of new housing. Land use controls have the greatest direct impact, but development approval procedures, permit fees, building code requirements, and permit processing time can affect housing costs as well. This section addresses the relationship of development fees, processes, and standards to the production of housing.

### **Permit Processing Procedures**

Permit processing requirements at all levels of government have increased sharply over the past 15 years. Like every other jurisdiction, the City of Alameda has a number of procedures it requires any developer to follow. Housing development projects proposed in Alameda would be subject to one or more of the following review processes: environmental review, zoning, subdivision review, design review, use permit control, and building permit approval. However, as previously discussed, the majority of residential development potential remaining in Alameda is in infill areas. In these instances, only the processing of a building permit with design review would normally be required. The City's Historical Advisory Board is involved only in applications for the alteration or demolition of historic structures. Demolitions of historic structures are actively discouraged.

In 1982, the City established the Central Permit Office to expedite the processing of applications. This "one-stop" permit counter has been extremely successful in speeding processing time and simplifying the review procedures since it establishes one City department that coordinates the distribution and review of development applications. Typically, a building permit application submitted to the Central Permit Office is reviewed by all City departments concurrently, and the applicant is advised of problems or deficiencies within ten days of submittal. When no problems are encountered, or when the applicant responds to City comments in a timely manner, a permit will typically be issued within four to six weeks.

All residential construction is subject to design review, which is a staff function. Applicants are encouraged to submit preliminary plans, and receive approval prior to preparation of construction plans. In such instances, the design review procedure is usually accomplished concurrently with plan checking by other City departments within the four- to six-week period.

As previously discussed in this chapter, the City permits secondary dwelling units in the R-1, One-Family Residence District, subject



to the granting of a conditional use permit. Conditional Use Permit applications are considered by the Planning Board. As described in Chapter 2, this Housing Element proposes an amendment to the Zoning Ordinance to allow review and approval of applications for secondary dwelling units by the Zoning Administrator. Such an amendment would serve to simplify the review process and facilitate production of such dwelling units.

The City's permit processing procedures include the assessment of the environmental impacts of proposed projects, and review of the environmental impact report, if one is required. These review procedures are mandated by state law under the California Environmental Quality Act. Many of the environmental regulations have protected the public from significant environmental degradation and the location of certain developments on inappropriate sites, and have given the public a much needed opportunity to comment on project impacts. This process does, however, increase the time before final approval of a project. The City of Alameda has been able to incorporate efficient, uniform procedures and standards for review and approval which have kept processing times to a minimum.

#### **On-Site Improvement Standards**

The City of Alameda requires on-site improvements such as curbs, gutters, and sidewalks similar to those required by most other jurisdictions in the Bay Area. However, since there is so little vacant residential land remaining, and because the few vacant lots that do remain are almost all fully improved to City standards, the City's on-site improvement requirements are not considered a constraint on the production of affordable housing.

#### **Building and Housing Codes**

The City of Alameda has adopted and administers the following construction codes:

Code Name	Code Date	Remarks
Uniform Building Code	1988	Modifications limited to some minor fee provisions
Historical Building Code	1975	
Uniform Plumbing Code	1988	Some modifications for health and safety reasons, none substantial
Uniform Code for Abatement of Dangerous Buildings	1988	

Uniform Fire Code	1988	Adopted without modification
National Fire Code	1984	Not adopted by the City but used as a reference by the Fire Department in conjunction with UFC
State Health and Safety Code	N/D	Titles 19 and 24 for life safety used as required
National Electrical Code	1988	Adopted with amendments eliminating some exceptions as allowed by code
Uniform Mechanical Code	1988	
Uniform Housing Code	1988	Administered for the City by the County of Alameda

In the judgement of the City, none of the modifications to uniform codes operates as a constraint on the construction of affordable housing.

Enforcement of the adopted codes is focused primarily on review of new construction proposals to ensure that they comply with minimum health and safety standards. Application to existing construction is generally limited to correction of violations brought to light through complaint or similar community activity. Like many jurisdictions, Alameda's resources to mount a pro-active code enforcement are severely limited. Violation correction typically results in code compliance without adverse effect upon the availability or affordability of the dwelling units involved. Enforcement as part of the City's voluntary amnesty program (wherein zoning regulations are waived for dwelling units constructed without prior City approval if they are raised to minimum health and safety standards) actually results in a net increase of legal dwelling units available in the City.

## Permit Fees

Fees are collected by the City to help cover the costs of permit processing, inspections, environmental review, and the provision of services such as water, sewers, storm drains, and parks and recreation facilities. These fees are generally assessed on the basis of the number of dwelling units in residential developments. Fees charged for building permits are based on construction values as prescribed by the Uniform Building Code. Fees collected by the City in the review and development process do not exceed the City's costs for providing these services.

Table 9-2 provides a breakdown of the fees required for construction of typical-sized detached, attached, and duplex residences.



Table 9-2

**APPROXIMATE CITY OF ALAMEDA FEES  
1989**

<b>Fee</b>	<b>SF Detached<sup>1</sup></b>	<b>SF Attached<sup>2</sup></b>	<b>Duplex<sup>3</sup></b>
Bldg Permit	\$601	\$464	\$799
Plan Check	\$386	\$299	\$507
Unit Tax	\$900	\$900	\$1,800
Design Review	\$150	\$150	\$300
Improvement Tax	\$900	\$600	\$1,400
AB 941 Tax	\$5	\$5	\$5
Filing Fee	\$10	\$10	\$10
Sewer Connection	\$500	\$500	\$500
Address Fee	\$5	\$5	\$10
School Tax	\$2,250	\$1,500	\$3,750
<b>Totals<sup>4</sup></b>	<b>\$5,707</b>	<b>\$4,433</b>	<b>\$9,081</b>
% of Construction Valuation	6%	6%	7%

<sup>1</sup>1,500 sf single family home construction value at \$96,000

<sup>2</sup>1,000 sf single family attached home construction value at \$64,000

<sup>3</sup>2,500 sf duplex structure (includes two units) valued at \$160,000

<sup>4</sup>Does not include Fire Department Inspection Fees - \$40/hour;  
Microfiche Fee - \$1/pg; Strong Motion Fee - \$7/\$100,000  
Valuation

Source: City of Alameda Central Permit Office, 1989

According to a study prepared by the Bay Area Council in 1988, fees required for construction of new homes in the Bay Area often total up to 10% of construction value. Review of fees charged by forty-two selected Bay Area communities reveals that, in 1988, only six communities had total development fees lower than Alameda's. This analysis covered all construction fees, including those associated with development of raw land. When costs associated with raw land development are removed in accordance with actual conditions in Alameda, fees for new home construction total between 6 and 7% of construction valuation, as shown in Table 9-2.

## CONCLUSION

Based on the preceding analysis, the City concludes that its actions do not unduly constrain housing maintenance, improvement, and development, nor have they been shown to adversely affect housing affordability. Several of the City's actions, such as the limitation on residential development in industrial areas, the City's requirements for providing parking, and Measure A's limitation on new multi-family residential development, place limits on the amount of residential development the City will experience. However, each is a reasonable accommodation of an important public purpose. Furthermore, although Measure A may limit the number of units that can be built within the City, it has not been shown to adversely affect housing affordability.





## **CHAPTER 10**

### **SUMMARY OF HOUSING PROGRAMS AND ACTIVITIES DURING 1980-1989 AND EVALUATION OF 1980/81 HOUSING ELEMENT ACCOMPLISHMENTS**

This chapter summarizes housing programs and activities implemented within the City between 1980 (when the last Housing Element was adopted) and 1989. It also provides an evaluation of the 1980/89 accomplishments relative to the programs specified in the 1980/81 Housing Element. A copy of the Action Program and Implementation Framework 1980-1984 from the 1980 Housing Element (as amended in 1981) is included as Appendix F. Chapter 11 describes current programs and activities, and Chapter 11 describes new housing programs.

#### **SUMMARY OF MAJOR HOUSING ELEMENT ACCOMPLISHMENTS**

##### **Total New Housing Construction**

Between 1980 and January 1989, according to California Department of Finance estimates, a total of 2,554 units were added to the City's housing stock (new construction minus demolitions and conversions). Units added included 2,454 single-family units, and 203 duplex to four-plex units. 103 multiple family units (net) in structures of 5 or more units were lost. The number of mobilehomes did not change.

##### **Construction of Subsidized Units**

During the 1980s, the Alameda Housing Authority developed two major housing projects: Parrot Village (50 units) in 1981 and Eagle Village (42 units) in 1983. The Housing Authority has also entered into an agreement with the Bridge Housing Corporation to develop 186 units of senior housing in a project known as Independence Plaza.

In addition the Playa del Alameda project with 40 units was developed under HUD Section 8 New Construction program in 1983.

##### **Section 8 Rental Assistance**

Between 1980 and May 1989, the number of Section 8 Existing Housing rental certificates and vouchers administered by the Alameda Housing Authority increased by 504, from 439 to 943.

Between 1988 and 1991, the Housing Authority expects to receive an additional 174 rental housing vouchers from HUD .

## **Rehabilitation and Repair**

During the 1980-1985 period, the Alameda Community Development Department added 67 new units to the City's housing stock through the City's Substantial Rehabilitation program. This program, however, was discontinued in 1985 due to lack of funding. During the 1980-89 period, the Community Development Department provided loans and grants to assist in the rehabilitation of 126 rental units and 77 owner-occupied units. These programs combined assisted 270 units.

During the 1980-1989 period, the City also assisted in the repair of 288 units through its Minor Home Repair Program.

## **Military Housing**

The City was awarded \$29,000 by the Navy Public Works Center to study how the City's substantial rehabilitation program could be modified to address the housing needs of the military. The study, prepared in September 1986 and entitled "Production of Military Housing Through Scattered-Site Substantial Rehabilitation", demonstrates the feasibility of a joint venture between cities and the Navy to produce rental units exclusively for military personnel and their dependents. This program has the potential for upgrading housing units and utilizing presently underutilized housing resources. While a pilot program has been authorized by Congress, it is unlikely that any units will be developed in Alameda under this program.

## **Central Permit Office**

In 1982, the City established the Central Permit Office to expedite the processing of applications. This "one-stop" permit counter has been extremely successful in speeding processing time and simplifying the review procedures since it establishes one City department that coordinates the distribution and review of development applications.

## **Housing Commission**

In 1988, the City Council established the Alameda Housing Commission to advise the Alameda Housing Authority on the development and maintenance of assisted housing programs.

## **Mortgage Revenue Bonds**

During the 1980-1989 period the City participated in two bond issues. Approximately 20 moderate income home purchasers (existing homes) were assisted by the City through these two bond issues. Additional home purchasers (new homes) were assisted by developers in Alameda who participated in either the City-County bond issue



or the City bond issue.

### **Homeless Task Force**

In 1987, the City of Alameda formed the Homeless Task Force as a special subgroup of the City's Social Services and Human Relations Board to address issues of the homeless in the community. The Task Force has examined homeless housing needs and been instrumental in securing funding for emergency shelter programs and facilities.

### **Alameda Homeless Network**

The Alameda Homeless Network was created in 1988 and received non-profit status in 1989. The Homeless Network is composed of concerned individuals from business, social services agencies, and the religious community to improve services for the homeless of Alameda. The Homeless Network has been an active advocate of expanded homeless services and has played an important role in coordinating these services.

### **Homeless Shelter**

In April, 1983, the United Pilipinos of Alameda (UPA) established an emergency shelter program for the homeless in Alameda. A City- and State-funded replacement shelter was acquired in 1986 due to an increasing need for shelter facilities to accommodate women and children; bed capacity was increased from 12 to 16.

### **Shared-Housing Program**

In FY1986-87, the City-funded HOPE Shared Housing Program placed 15 persons in Alameda households. Another 18 persons were placed during FY1987-88.

### **Amnesty Program**

In 1987 the City of Alameda established an amnesty program through which property owners can legalize units developed prior to 1952 without building permits. During World War II many large one-family dwellings were illegally converted to two-family and multiple family structures without required permits. For the most part these units are occupied by lower income households. Under the amnesty program, a property owner is exempted from compliance with Measure A restrictions, zoning and other code requirements and payment of certain City fees as long as the unit either meets basic health and safety requirements or is brought up to these standards. In the first two years of the program, the City "legalized" about 12 units per year. In some of these cases the City assisted with rehabilitation loans for the correction of health and safety violations.



## EVALUATION OF THE IMPLEMENTATION OF THE 1980/81 HOUSING ELEMENT

The following is keyed to the City Housing Action Program and Implementation Framework 1980-1984 from the 1980/81 Housing Element (see Appendix F).

### A. Review of the Effectiveness of the Programs in the 1980/81 Housing Element

#### Rehabilitation and Neighborhood Preservation

##### 1. Expand funding level of rehabilitation office

###### PERFORMANCE:

(a) The City had one rehabilitation specialist working in the Community Development Department in 1980. Shortly thereafter, staffing was expanded to three positions for several years. Due to cutbacks in the Community Development Block Grant program at the federal level, staffing for this function had to be reduced to two specialists in 1988. The increased funding for rehabilitation efforts resulted, between 1980 and 1989, in grants and loans to assist in the rehabilitation of 141 rental units and 87 owner-occupied units. In addition, between 1980 and 1989, the City assisted in the repair of 288 units through its Minor Home Repair Program.

(b) The City was awarded \$29,000 by the Navy Public Works Center to study how the City's substantial rehabilitation program could be modified to address the housing needs of the military. The study, prepared in September 1986 and entitled "Production of Military Housing Through Scattered-Site Substantial Rehabilitation", demonstrates the feasibility of a joint venture between cities and the Navy to produce rental units exclusively for military personnel and their dependents. This program has the potential for upgrading housing units and utilizing presently underutilized housing resources. Unfortunately, while a pilot program has been authorized by Congress, it is unlikely that any units will be developed in Alameda under this program given current federal policies and priorities.

###### EVALUATION:

The goal of 25 to 30 units per year, with 60 percent owner-occupied and 40 percent renter-occupied, is

equivalent to 150-180 owner-occupied and 100-120 renter-occupied for the period 1980 through 1989. Performance for owner-occupied units was about 40 percent below target. However, performance for renter-occupied units was well over target.

On balance, the City met its goals in this area. Variances between specific targets and performance are indicative of the fact that the majority of affordable housing units in Alameda are rental units rather than owner-occupied units. In addition, owner-occupied rehabilitation is generally labor intensive per unit assisted, whereas rental property rehabilitation preserves affordability for a greater number of units with equivalent investment.

Based on this evaluation, this program element has been effective and should be continued.

2. Substantial rehabilitation of vacant units

**PERFORMANCE:**

(a) Between 1980 and 1989, the Alameda Community Development Department added 67 new units to the housing stock through the City's Substantial Rehabilitation Program.

**EVALUATION:**

All of the new units added through the Substantial Rehabilitation Program were added between 1983 and 1987. The 67 units produced represented an annual rate of 22 units per year, nearly 300 percent above the annual target. New applications were not accepted after 1985 because of concern about impacts on the design integrity of historic homes, since many of the units involved lifting existing houses and adding a new unit to the new ground floor.

Judging from this evaluation, the Substantial Rehabilitation Program is an effective tool. The City Council in the fall of 1989 reauthorized the Substantial Rehabilitation Program, in recognition of the effectiveness of the earlier program, and the implementation of better design controls that will ensure sensitivity to historic features.

3. Apply for State rehabilitation financing programs

**PERFORMANCE:**

(a) The City did not participate in any State funded rehabilitation programs between 1980 and 1989.

(b) The City Council has authorized an application under the California Disaster Assistance Program. While the State program regulations do not limit eligibility, it is the intent of the City's program to focus its staff support exclusively on assistance to low and moderate income households, and to use contractors for other applicants.

#### **EVALUATION:**

When the City re-entered the Community Development Block Grant Program in 1981, the City obtained agreement from HUD to deemphasize typical housing rehabilitation in favor of the development of new affordable units through the Substantial Rehabilitation Program. The agreement reflected the judgement of both HUD and the City that this would be the most effective tool for improving affordable housing opportunities.

By the time the City was in a position to pursue State rehabilitation funds in about 1985, the City no longer had a current Housing Element, and so was not eligible for State funds. Assuming the City's new Housing Element is accepted by the State, the City will actively seek to participate in State as well as Federal program funds as they become available, to the extent they can be effectively utilized in Alameda.

#### **4. Utilize self-help techniques in rehabilitation**

##### **PERFORMANCE:**

(a) The Community Development Department has had between two and three rehabilitation specialists for most of the period 1980-1989, to guide lower income property owners in developing plans, obtaining permits, and selecting architects and contractors if professional expertise is needed, for housing rehabilitation projects. These specialists have encouraged and assisted owner-builders whenever this was appropriate. Low cost loans and technical assistance has been provided to about 125 property owners during the period under review.



**EVALUATION:**

No quantifiable target was identified. The general target of reducing rehabilitation costs has been met, in those cases where the self-help approach was workable. The efficacy of the self-help approach depends on the skills of the owner, as well as the complexity of the project.

This program element should be continued by having the City's rehabilitation specialists promote self-help rehabilitation where feasible.

5. Replace public housing units

**PERFORMANCE:**

(a) Construction is under way on Independence Plaza, a 186 unit senior housing project north of Atlantic Avenue between Webster Street and Constitution Way, which replaces the former Makassar housing project. A total of 93 of the units will be below market rate.

(b) The Alameda Housing Authority developed Eagle Village (42 units) in 1983.

(c) The Alameda Housing Authority developed Parrot Village (50 units) in 1981.

**EVALUATION:**

The target of 42 new units has been exceeded by 660 percent. If the target were annualized over the five years of the 1980/81 Housing Element (8 units per year), the equivalent target for the period 1980 to 1989 has been exceeded by nearly 350 percent.

City efforts to construct public housing have been very successful. The City should continue to investigate and pursue as appropriate all opportunities to construct public housing in the future.

6. Investigate Section 8 Moderate Rehabilitation Program

**PERFORMANCE:**

(a) The City used rental rehabilitation demonstration funds and rental rehabilitation funds to rehabilitate existing units. As necessary, the units were then occupied by Section 8 tenants.

## **EVALUATION:**

No specific target was identified. In the City's judgement, it was not useful to pursue funding from this source given the level of staffing available and the volume of required application materials. However, the intent of the program to obtain outside funds was met in that other funding programs were identified and funding obtained.

Based on this evaluation, it is clear the City should continue to seek funds from all possible sources. At the same time, precise production goals cannot be set because of the uncertainties involved in obtaining outside funding.

### Rental and Home Ownership Assistance

1. Stimulate landlords to enter Section 8 program

#### **PERFORMANCE:**

(a) The Housing Authority has actively worked with landlords to encourage them to participate in the program; workshops have been conducted at least twice a year.

(b) The number of Section 8 Existing Housing rental certificates and vouchers used in Alameda, administered by the Alameda Housing Authority, was increased by 504 between 1980 and May 1989. Between 1988 and 1991, the Housing Authority expects to receive an additional 174 rental housing vouchers from HUD.

(c) Under the Section 8 New Construction Program, 40 new private units (Playa del Alameda) were constructed.

(d) Units developed through the substantial rehabilitation program have generally been occupied by Section 8 tenants.

#### **EVALUATION:**

The target of 30 additional Section 8 units per year has been exceeded by 168 percent. No specific target was identified for outreach efforts to bring new landlords into the program, but the general goal has been met.

2. Counsel renters on housing placement

**PERFORMANCE:**

(a) Housing counseling has been provided on an on-going basis either on a contract basis or by staff in the Community Development Department.

(b) In 1986-87, the City-funded HOPE Shared Housing Program placed 15 persons in Alameda households. Another 18 persons were placed during 1987/88.

(c) There have been many indirect efforts to provide counseling and other services to renters. For example, in 1987, the City formed the Homeless Task Force as a special subgroup of the Social Services and Human Relations Board to address issues of the homeless in the community. The Task Force has examined homeless housing needs and has been instrumental in securing funding for emergency shelter programs and facilities.

In addition, the Alameda Homeless Network was created in 1988 and received non-profit status in 1989. The Homeless Network is composed of concerned individuals from business, social services agencies, and the religious community to improve services for the homeless of Alameda.

**EVALUATION:**

The specific target of maintaining current rental listings was met through June of 1988 under a contractual relationship with HOPE. The City Council is currently considering a new contract with another non-profit provider to perform this and other services.

The general goal of providing counseling services has been met. Counseling services have been helpful, and should continue to be provided. The Homeless Network has been an active advocate of expanded homeless services and has played an important role in coordinating these services.

3. Continuous update of HUD's Fair Market rents for Alameda

**PERFORMANCE:**

(a) This has been done on a regular basis by the City Housing Authority.



(b) The Housing Authority in 1989 did its own survey of rents to provide more detailed information on rent levels by neighborhood.

**EVALUATION:**

The program goal was met; no changes are needed to continue to meet this goal in the future.

4. Study potential for conversion of rental units to limited equity cooperatives

**PERFORMANCE:**

(a) No formal study has been done of the potential for conversion of rental units to limited equity cooperatives.

**EVALUATION:**

City staff has reviewed this program area as part of its Community Development Block Grant annual assessment of needs and development of funding priorities. Other programs have been found to deserve higher priority based on cost and expected return. Nonetheless, this program should continue to be considered for funding as part of the City's annual review of funding priorities.

5. Apply for State Home Ownership Assistance Program

**PERFORMANCE:**

(a) Only three rental units were converted to condominiums during 1980 through 1989, due to the virtual collapse of the condominium market. No assistance was sought under the State Home Ownership Assistance Program.

**EVALUATION:**

The number of condominium conversions has been so small that the costs of setting up, administering and monitoring loans under this State program could not be justified. The feasibility of providing financial assistance for home ownership should be reevaluated if there is renewed interest in condominium conversions.

6. Negotiate with condo-conversion developers for tenant assistance program

**PERFORMANCE:**

(a) Only three rental units were converted to condominiums during 1980 through 1989, due to the virtual collapse of the condominium market. The developer of those units was required to comply with the City's conversion ordinance, which includes a strict tenant assistance program.

**EVALUATION:**

The program target of ensuring no undue hardship to tenants was met.

7. Revise condo-conversion ordinance to provide that developers, on request of tenant, find comparable rental housing within the City before displacing tenants.

**PERFORMANCE:**

(a) This revision was not done.

**EVALUATION:**

Given the lack of marketplace interest in condominium conversions, revision of the Zoning Ordinance as specified in this program element has not been judged to be needed. The ordinance should be reevaluated, and strengthened as appropriate, in the event of increased interest in condominium conversions by property owners and developers.

New Construction

1. Request developers for assistance with affordable housing construction

**PERFORMANCE:**

(a) Thirteen units for moderate income households were produced (6 units at The Heritage and 7 units at Marina Village).

**EVALUATION:**

Some units were produced through requiring participation by developers in the specific cases mentioned above. The City met with developer representatives on an irregular

basis for several years before the effort was dropped due to insufficient interest by private developers to be involved in non-mandatory affordable housing programs.

Experience with this program element demonstrates that a regulatory framework is needed to ensure effective developer involvement in the provision of affordable housing in Alameda.

2. Provide incentives to builders of moderate income housing

**PERFORMANCE:**

(a) In late 1989 the City adopted an affordable housing program, which requires the construction of housing for low and moderate income employees of new developments or intensifications of non-residential activities, or payment of an equivalent in-lieu fee, the proceeds of which will be used for the construction of new affordable housing.

**EVALUATION:**

Incentive programs require a commitment of financial resources, either directly or indirectly. Now that a source of revenues has been identified, the City is in a position to pursue incentive programs.

3. Maintain inventory of vacant land

**PERFORMANCE:**

(a) A comprehensive parcel by parcel survey of existing land uses and vacant land was done in 1984 in conjunction with a major effort to bring zoning designations into conformance with the City's General Plan.

(b) The City's Sanborn Maps were updated in 1988. This involved a detailed analysis of aerial photographs, building permit records and extensive field inspections. All vacant parcels were identified, as well as the location, shape and size of all building footprints. As a result of this survey, it is possible for the City to quickly determine for any given parcel whether there is potential for additional housing development.

**EVALUATION:**

The target of annual updates has not been met because of the substantial cost involved in maintaining an accurate inventory. On the other hand, the inventory which the City does have is far more detailed and useful than a



simple vacant land survey. Vacant land surveys are helpful in areas with many vacant parcels. In an established community such as Alameda, accurate maps showing building footprints and vacant portions of parcels is far more valuable; this is the type of information which has been developed and recently updated.

The inventory of vacant land should be periodically updated. The Sanborn Maps should also be periodically updated to reflect changes to building footprints.

4. Acquire control of land for affordable housing

**PERFORMANCE:**

(a) In lieu of acquiring new lands, the City Housing Authority has focused on retaining surplus City property until such time as it could be developed with public housing. The Independence Plaza project is the most recent example of this approach.

**EVALUATION:**

The City's success in retaining control of the site where the 186 unit Independence Plaza is now under construction demonstrates the City's commitment to the general program goal of ensuring available sites for affordable housing development, and should be viewed as not only meeting but exceeding the program target of acquiring sufficient land to accommodate 154 new units.

The above example notwithstanding, acquisition of new land is not generally expected to be an effective strategy due to a lack of funds from traditional governmental sources, decreasing revenues at the local level, the high cost of land in Alameda, and the greater cost effectiveness of substantial rehabilitation efforts compared to new construction.

5. Reduce parking and open space requirements for new units affordable to lower income households

**PERFORMANCE:**

(a) The City's parking ordinance was revised in 1988 in several ways which make it more possible to provide affordable housing. First, tandem parking for spaces serving the same unit are now permitted. Second, parking stall dimensions have been reduced. Third, the backup area required for residential developments has been reduced. Fourth, up to 50 percent of the parking spaces

are now allowed to be compact spaces. Fifth, in-lieu fees are now permitted if parking cannot be provided on-site, as is often the case with the narrow yet deep lot subdivisions which predominate in Alameda, where there is room at the rear of the property to add one or two units but no way to get a driveway to the back of the lot. Finally, shared parking between uses is permitted. This is primarily useful for residential uses on the upper floors or to the rear of buildings used for commercial purposes. Such residential uses generally provide the most affordable units in Alameda.

(b) In 1989 the City's Zoning Ordinance was revised to remove the open space requirement for residential units which may be approved in commercial zones on upper floors of buildings or at the back of lots. Such units are generally affordable to lower income households.

(c) The City in 1987 adopted an amnesty program which makes it possible to legalize units constructed prior to 1952 without complying with Measure A or other current zoning requirements. The program has been especially valuable in legalizing low cost housing constructed during World War II. Without this program, such housing would have been lost whenever property ownership changes, due to current real estate disclosure laws and lending practices. In the first two years of the program, the City legalized about 12 units per year. In some of these cases the City assisted with rehabilitation loans for the correction of health and safety violations.

The amnesty program was further revised in 1988 to make it possible to legalize any unit constructed prior to March of 1973.

(d) In 1988 the City revised the Zoning Ordinance as it relates to commercial marinas. As part of the change, liveaboards and houseboats were permitted to occupy up to 10 percent of the berths in commercial marinas. This is the same percentage as is permitted by the Bay Conservation and Development Commission. This had the effect of legalizing approximately 300 liveaboards and 50 houseboats. Many of these would qualify as low and very low income housing, based on berth lease rates and typical loan repayments for the boats.

(e) The City is currently in a comprehensive revision of zoning regulations for the C-1 (Neighborhood Commercial) zone. One of the proposed revisions is to allow new residential units in the C-1 zone, subject only to regulations designed to prevent conflicts between residential and non-residential activities.



#### **EVALUATION:**

No specific target was identified for this program element. The accomplishments which have been achieved are substantial. Zoning and other City permit requirements should be reviewed on a continual basis to identify constraints and opportunities in the context of changing market conditions.

6. Waive City fees for new units affordable to lower income households

#### **PERFORMANCE:**

(a) The City waived fees for all substantial rehabilitation projects administed by the Community Development Department.

#### **EVALUATION:**

No specific target was identified for this program element. The general goal has been met in two ways. First, the City waived fees for all substantial rehabilitation projects. Second, and probably more importantly, the City has tried to keep fees as low as possible for all types of construction-related permits. This is demonstrated by the fact that Alameda ranked 36th out of a survey of 42 Bay Area cities in terms of total fees for new construction (see page 9-14 of the Housing Element).

7. Grant up to 20% density increases in exchange for developing a like number of affordable housing units

#### **PERFORMANCE:**

(a) A 25 percent density bonus is possible under State law, but no requests have been submitted to the City.

#### **EVALUATION:**

No specific target was identified for this program element. No requests for density bonuses have been received from developers, and density increases have not been initiated by the City because density has not been the limiting factor in new housing development. Current City density standards are quite permissive. For example, in the R-6 zone, only 500 square feet of lot area is required per unit. In zones R-3 through R-6, setback, open space and parking requirements are in nearly all cases the limiting factors in how many units



will be constructed. Even the most restrictive zoning category, R-1 (One Family Residence District), only requires 5,000 square feet of lot area per unit, which is considerably lower than often found in other communities in the Bay Area for single family homes.

It should be noted that Measure A is also not a practical limitation on density. Many new housing units have been built in Alameda under Measure A at densities equal to or greater than 2,000 square feet per unit. This is equivalent to over 20 units per acre. It is very difficult to exceed such densities without dramatically increased construction costs, due to requirements such as fire codes and parking. Market economics have been the primary limit on housing densities in Alameda. The fact that no developer in Alameda has even asked for a density bonus is very strong empirical evidence that this is true.

Additionally, Measure A does not apply to group quarters housing such as senior housing without separate kitchens. For example, the City in 1988 approved the 102 room Waters Edge project, which qualifies as moderate income housing. This was a very dense project, made possible by the City's willingness to approve an exceptionally low parking requirement.

#### Government Process

1. Use non-profit corporation as vehicle for development of affordable housing

#### **PERFORMANCE:**

(a) The Alameda Housing Authority contracted in 1988 with Bridge Housing, a non-profit housing development corporation, to cooperatively develop Independence Plaza, a 186 unit senior housing project north of Atlantic Avenue between Webster Street and Constitution Way. The project is under construction and approximately 50 percent complete.

(b) In April of 1983 the United Pilipinos established a twelve bed emergency shelter for the homeless in Alameda, and in June of 1986 relocated to a larger, eighteen bed facility. The City Community Development Department took the lead in coordinating City reviews to permit the shelter, and provided funding for the acquisition and on-going operation of the shelter.

(c) In 1989 the City funded establishment of an emergency shelter by Volunteers of America.

(d) The City has provided funding for Red Cross support services for the homeless, such as purchase of bus tickets and other transportation.

**EVALUATION:**

No specific target was identified for this program element. The general target has been met.

Use of non-profits to provide housing and housing services has been very effective, and should be continued.

2. Coordinate staff review of development proposals

**PERFORMANCE:**

(a) In 1982 the City established the Central Permit Office to expedite the processing of applications.

**EVALUATION:**

The target of improved communication and permit review time reduction has been met. The "one-stop" permit counter has been successful in speeding processing time and simplifying the review procedures. It establishes one City department that coordinates the distribution and review of development applications. One example of the benefits of this process is that each department understands the requirements of all other departments, so that applicants do not receive conflicting requirements.

The City should continue to evaluate Central Permit processes, to seek further improvements in coordination.

3. Simplify building permit forms and procedures

**PERFORMANCE:**

(a) The Central Permit Office "one-stop" process (discussed above) allows applicants to avoid having to hand carry applications from department to department.

(b) In 1988 the City instituted a practice of having Planning and Building Inspectors available for set hours each day in the Central Permit Office, so that projects that do not involve extensive plan checking and site visits can be approved over the counter.

(c) Since 1987, the Public Works Department has had a half-time permit coordinator to assist applicants understand permit processes and resolve difficulties in obtaining permits.

(d) In June of 1988 the Public Works and Planning Departments issued a Permit Processing Procedures Manual to assist the public in understanding what permits are required and how to obtain them.

**EVALUATION:**

The general target of reduced processing time has been met. All four of the programs have proven valuable, and should be continued.

4. Pursue funding for Housing Action Program

**PERFORMANCE:**

(a) The City participated in two housing bond issues between 1980 and 1989. Approximately 20 moderate income home purchasers (existing homes) were assisted through these two issues. Additional home purchasers (new homes) were assisted by two developers who participated in bond programs administered by Alameda County.

(b) The Playa del Alameda project with 40 units was developed under a HUD Section 8 New Construction program in 1983.

(c) In 1988, the City Council established the Housing Commission to advise the Alameda Housing Authority on the development and maintenance of assisted housing programs.

**EVALUATION:**

The target of issuing housing bonds when feasible has been met. The opportunity for participation in bond programs is limited in Alameda due to the shortage of vacant land, and the priority of the City to use City resources for the provision of housing for very low and low income families.

The City should continue to participate in the mortgage revenue bond program as appropriate.



5. Encourage use of improved technologies

**PERFORMANCE:**

(a) Under the City's Design Review function, the use of new materials is encouraged as long as they are functionally equivalent. For example, most types of manufactured wood siding are considered to be acceptable replacement for traditional wood siding; this represents a considerable cost savings, especially for rehabilitation projects. Similarly, various types of plastic-based "gingerbread" (such as brackets and dentils) have been permitted in Victorian rehabilitation projects, again with considerable cost savings.

**EVALUATION:**

The target of cost reduction has been met. Efforts to identify and support new technologies should be continued.

6. Revise Housing Element by 6/30/84; Annual Amendment to Housing Element

**PERFORMANCE:**

(a) This was not accomplished on schedule. The City commenced Housing Element revision efforts in 1987.

**EVALUATION:**

Revision of the Housing Element was delayed because of extensive debate within the community over how to bring zoning into conformity with the General Plan. The City started the revision in 1987 when it became apparent that the issue of conformance zoning would take more time to resolve. The City is currently in the middle of a comprehensive revision to the General Plan, which should provide direction on how to resolve Zoning/General Plan conformance issues. It should be noted that it is the intent of the City, in developing the new General Plan, to try to achieve a balance between projected jobs and housing for any areas of the City where significant land use changes are approved. When combined with policies in the Housing Element and the settlement agreement of the Guyton lawsuit, which commit the City to meeting housing needs as projected using the current General Plan, this should ensure that Alameda substantially provides its fair share of housing.



## **CHAPTER 11**

### **CURRENT HOUSING PROGRAMS AND ACTIVITIES**

#### **INTRODUCTION**

This chapter describes the status of the City's current housing programs and activities. The City of Alameda, developers, and local organizations and individuals are using a broad range of techniques to rehabilitate existing housing, develop new housing (including affordable housing), mitigate governmental constraints on the provision of housing, and provide rental assistance. In addition, the City's approved 1988-91 Housing Assistance Plan (HAP), prepared pursuant to Community Development Block Grant funding requirements, addresses many of the housing needs identified in the Housing Element.

#### **HOUSING AUTHORITY UNITS**

The City of Alameda Housing Authority currently (May 1989) maintains 330 units of lower-income housing. These include 120 at Esperanza, 65 at Park/Otis Seniors, 42 at Eagle Village, and 53 units at Parrott Village, and 53 units at other locations.

The Housing Authority has also entered into an agreement with Bridge Housing Corporation to construct 186 units of senior housing. Construction of the 186-unit, mixed-income, senior citizen project, known as Independence Plaza, began in the Fall of 1989. This project includes 27 two-bedroom units and 159 one-bedroom units. It is estimated that about 69% of those units will be affordable to Very Low and Low Income seniors, and 31% will be affordable to Moderate Income seniors. The City has determined that the Independence Plaza project is replacement of existing low cost housing units exempted from the requirements of Measure A based on the following provision of the City Charter:

Sec. 26-2. Exception being the Alameda Housing Authority replacement of existing low cost housing units and the proposed Senior citizens low cost housing complex, pursuant to Article XXV Charter of the City of Alameda. (Alameda City Ordinance No. 1693)

#### **SECTION 8 RENTAL CERTIFICATES AND VOUCHERS**

The City of Alameda Housing Authority currently (May 1989) administers 943 Section 8 rental certificates and vouchers (614 certificates and 329 vouchers). The Housing Authority expects to



receive an additional 174 vouchers from HUD during the 1988-1991 period, 50 of which should be received by July 1989.

#### MILITARY HOUSING

The Navy currently (May 1989) administers 1,213 housing units for eligible married personnel attached to the Naval Air Station. The Navy plans to construct an additional 785 units in Alameda on land controlled by the Navy Supply Center Oakland-Alameda Annex under a three-phase construction program. These units will be restricted to junior enlisted military personnel at grades E-4 through E-6, according to a letter of August 4, 1989, to A.C. Transit signed by Commander R.F. Krochalis, Head of Facilities Planning and Real Estate Department for the Navy's Western Division of Naval Facilities Engineering Command.

Based on the maximum pay of personnel at grades E-4 through E-6 (\$12,989 to \$18,997), all units will benefit very low income families. (Personnel residing in on-base housing do not receive basic or special housing allowances.)

Phase I will add 300 units, according to the following breakdown:

No. of Units	Unit Size
--------------	-----------

200	2 bedroom
50	3 bedroom
<u>50</u>	4 bedroom
300	

Phase 1 is scheduled to commence construction by the end of 1989, with completion expected by end of 1990 or mid-1991. Phase 2, for which funding has been requested but not approved (as of August, 1989), will include 220 units, most likely all two-bedroom units. Phase 3, for which funding has not yet been requested, will include 265 units. Since funding and construction of these units is not assured during the time frame of the Housing Element (1989-1995), the City assumes that the units in Phase 3 will not be funded and constructed by 1995.

For the purposes of the Housing Element, the City also assumes that the 520 units in Phases 1 and 2 will be for Very Low Income families.

#### OTHER SUBSIDIZED HOUSING

In addition to the Housing Authority projects and military housing, there are 40 low-income units in the Playa del Alameda project constructed in 1983 under the Section 8 New Construction program.

Until 1988, there were also 615 units in the Buena Vista Apartments that were rented at rates affordable to lower income households and individuals, although they were not restricted to lower income households and individuals.

In September 1987 the owner of the Buena Vista Apartments, which had been built with a Department of Housing and Urban Development (HUD) subsidy in the mid-1960s, pre-paid mortgages, thus terminating HUD rental restrictions. The complex was renamed Bridgeport Apartments. Tenants were advised by the management that over the ensuing year rents would increase from subsidized rates to market rates. Rent increases for a two-bedroom unit, for example, went from \$271/month to \$450/month in October 1987, then from \$450 to \$510 in July 1988, and then from \$510 to \$600 in January 1989. Using Table 4-12, "Section 8 Fair Market Rents," it can be assumed that most, if not all, of the Moderate and Above Moderate Income households (22% of the units) were able to afford the new rents. For instance, a family of four earning \$22,500 per year (50% of median) can afford to pay about \$562/month in rent at 30% of income for rent.

In an effort to maintain affordability of the units to the Very Low Income households, the City entered into discussions with HUD and the apartment owner. Subsequently, with the cooperation of the owner, the Alameda Housing Authority was able to obtain 260 Section 8 vouchers to provide assistance to the Very Low Income tenants of the project (those earning less than 50% of median), who constituted 42% of the project occupants. All 205 eligible households in the Buena Vista Apartments that applied received Section 8 vouchers. The City's contract with HUD for participation in the program is valid for five years. The City anticipates renewal in 1992. Landlord participation is voluntary and renewable on a year-to-year basis.

Information is not available concerning the disposition of the Low Income households (those earning 50 to 80% of the median income) who occupied 36% of the units in the Buena Vista Apartments but were not eligible for Section 8 vouchers.

#### **TOTAL SUBSIDIZED HOUSING**

Approximately 8.5% of the total housing stock (or 2,526 units) in the City of Alameda is rent-subsidized. This includes units for Very Low and Low Income people operated by the Alameda Housing Authority, Section 8 rental certificates and vouchers administered by the Alameda Housing Authority, Playa del Alameda, and Navy housing. Table 10-1 summarizes these units. Table 10-2 shows a comparison of the amount of subsidized housing in Alameda County cities. As Table 10-2 shows, of all the cities in Alameda County, the City of Alameda has the greatest proportion of its housing

stock made up of subsidized units. Even excluding military housing, Alameda is second only to the City of Oakland in terms of the percentage of its housing stock made up of subsidized housing.

Table 11-1  
SUBSIDIZED HOUSING UNITS

City of Alameda  
1970-1980-1989

Project/Program	1970	1980	1989
Alameda Housing Authority Units			
Makassar	330	0	0
Esperanza	-	120	120
Park/Otis Seniors	-	65	65
Parrot (1981)	-	-	50
Others	-	53	53
Eagle Village	-	-	42
Total Units	330	238	330
Section 8 Rental Certificate & Vouchers			
	225	439	943
Total Housing Authority	555	677	1,273
Other Subsidized Units			
Buena Vista Apartments	615	615	0
Playa del Alameda (1983)	40	40	40
Navy Housing	1,213	1,213	1,213
Total Assisted Housing	2,383	2,545	2,526

Source: Alameda Housing Authority, May 1989



Table 11-2

**PUBLICLY-SUPPORTED HOUSING IN ALAMEDA COUNTY  
1988**

City	Total			Military Units	Supported Housing	
	1988 Population	Housing Units	HA Owned/ Assisted		Supported Housing	as % of Housing Stock
Alameda	75,918	29,741	1,273	1,213	2,486*	8.4%*
Albany	15,879	7,474	17		17	0.2%
Berkeley	106,803	46,885	1,790		1,790	3.8%
Dublin	22,047	6,083	156		156	2.6%
Emeryville	4,929	3,254	123		123	3.8%
Fremont	165,222	58,488	748		748	1.3%
Hayward	103,396	40,640	1,253		1,253	3.1%
Livermore	56,445	19,983	513		513	2.3%
Newark	39,398	12,164	130		130	1.1%
Oakland	357,788	154,571	9,836	203	10,039	6.5%
Piedmont	10,470	3,872				0
Pleasanton	48,482	16,743	79		79	0.5%
San Leandro	67,053	30,145	455		455	1.5%
Union City	50,120	15,176	627		627	4.1%

\* Excludes Playa del Alameda

Sources: City of Alameda Housing Authority; Alameda County Housing Authority; California Department of Finance

## HOMELESS SHELTER

As described in Chapter 6, the two primary sources of shelter assistance available to homeless persons in Alameda are the 16-bed City-and State-funded facility operated by the United Pilipinos of Alameda and motel vouchers administered by the Alameda Chapter of the Red Cross and funded from a combination of sources, including the City, the federal government, and local churches.

In 1989-90 the City of Alameda, using CDBG funds offered a rent guarantee program, provided funding assistance to the UPA Emergency Shelter program, funded a 30-bed winter shelter, funded a housing counseling program and homeless ancillary programs, and participated in the Emergency Services Network.

The following summarizes homeless facilities and services approved for City funding in FY 1989-90 and related program objectives:

Housing Support Services, provided by Operation Sentinel, include housing information and referral, tenant/landlord counseling and mediation, and fair housing testing and counseling. Approximately 1,400 contacts are anticipated for FY 1989-90.

The Rent Guarantee Program, operated by ECHO and funded by the City, provides financial counseling and rent guarantee certificates to low- and moderate-income families experiencing temporary financial difficulties. Approximately 35 counseling contacts and 15 rent guarantees are anticipated for FY 1989-90.

UPA Emergency Shelter, operated by United Pilipinos of Alameda, provides emergency housing in a homelike setting for up to 14 days to homeless women, children and families. While at the shelter, residents receive counseling, three meals a day, and housing and job search assistance. Approximately 1,800 bednights and 5,500 meals are anticipated for FY 1989-90.

Homeless Ancillary Services, provided by Alameda Red Cross, include motel vouchers, emergency child care, bus tickets, fast food vouchers, and infant sundries for homeless families. Approximately 105 motel nights, 140 child care hours and 625 bus tickets are anticipated for FY 1989-90.

The Winter Relief Program, would provide sleeping accommodations for 30 and one hot meal a day to homeless individuals. Approximately 3,000 bednights and meals are anticipated for FY 1989-90.

The Emergency Services Network, a County-wide organization of which the City is a member, supports the efforts of local homeless services providers by disseminating information, coordinating inter-agency grant applications, brokering donated

goods and services, and providing staff support for planning and policy development.

#### **HOUSING REHABILITATION PROGRAM (Owner-Occupied)**

The Housing Rehab program, administered by the City of Alameda Community Development Department, provides loans to low and moderate income Alameda homeowners to repair their homes. This program provides up to \$30,000 per family at below market interest rates. City of Alameda Community Development staff members also provide assistance with design, contractor selection, self-help participation, and construction monitoring.

Currently, there is a waiting list for this program. Applicants are served on a first-come-first-served basis.

#### **RENTAL REHABILITATION PROGRAM**

The Rental Rehab program, administered by the City of Alameda Community Development Department, is designed to assist owners of rental units for low and moderate income households to rehab their buildings and remove all code deficiencies. It offers loans up to \$5,000 per unit at 0% interest with payment deferred for 15 years. The owner must spend a matching amount.

HUD Rental Rehab regulations specify that 70% of assisted units must be two-bedrooms or larger. While the City's program may provide assistance for studios and one-bedrooms, the emphasis in the City's program is clearly on two, three and four bedroom units.

#### **AMNESTY PROGRAM**

As described in Chapter 10, the City maintains an amnesty program through which property owners can legalize units illegally developed prior to 1952. The program was scheduled to expire in November 1989, but was extended for at least two years by the City Council on October 17, 1989. The City anticipates the program will legalize an average of 20 units per year over five years.

#### **MINOR HOME REPAIR PROGRAM**

The Minor Home Repair Program, which is funded by the City but operated by Alameda County Housing and Community Development, provides grants for emergency repairs and/or corrections of hazards in homes occupied by low and moderate income homeowners. "Emergency" grants for small repairs (e.g., leaky faucets, broken windows) are limited to a maximum annual amount of \$300, while



"maintenance" grants for more substantial problems (e.g., wiring, heating, plumbing) are limited to \$3,000 every four years. Approximately 75 incidents of assistance are anticipated in FY 1989-90.

#### **ROOF LEADER/SEWER LATERAL ABATEMENT PROGRAM**

This housing rehabilitation project assists eligible low and moderate income Alameda homeowners by rebating a portion of costs for mandatory repairs to deteriorated and/or improperly connected sewer laterals and roof leaders on private property. These repairs, required by California Regional Water Quality Control Board, reduce known storm and/or groundwater infiltration and inflow into the City's Sanitary Sewer System. Priority is given to deteriorated sewer laterals, a public health concern. The Public Works Department administers all phases of this project, including identification of owner-occupied sites requiring repair, environmental certifications, communication with the public, and inspection of construction completed by contractors. CDBG funds are applied to homeowner's/City's construction costs and Public Works Department administrative costs (as related to CDBG assistance to low and moderate income homeowners only.)

#### **REDEVELOPMENT AGENCY**

The Community Improvement Commission (CIC), Alameda Redevelopment Agency's legislative body, administers one redevelopment project area, the West End Community Improvement Project (WECIP), which was created in 1982. The Redevelopment Agency received the first tax increment distribution from the project area in January 1985. In September 1985, the CIC entered into an affordable housing agreement with the major developer/owner in the Project Area. Over two million dollars in tax allocation bonds were issued in November/December 1985 to provide financial assistance for home ownership to moderate income persons and rental assistance to very low income renters. Pursuant to that assistance, seven moderate income households have purchased new homes constructed in the Project Area.

In January 1989, the affordable housing agreement with the developer/owner was terminated and the CIC executed an agreement with the Alameda Housing Authority for both the unexpended tax allocation bond proceeds and the 20% lower/moderate income tax increments in excess of the increment necessary to pay debt service on the bonds. The Housing Authority is using this money in support of construction/occupancy of the 186-unit Independent Plaza development, which is also in the redevelopment area, to assure that a majority of the units are affordable to Very Low, Low Income, and Moderate Income persons. Therefore, all the current 20% set-aside for the Project Area is committed. However, the CIC's agreement with the Housing Authority includes a provision that

requires the Housing Authority to return to the CIC, within two years from the date that Independence Plaza has reached 95% occupancy, with a plan for the use of the funds assuming that 100% of the units are or will be affordable. The purpose of the Plan is to permit the CIC to recognize and redirect for other eligible uses any excess tax increment not needed by the Housing Authority.

#### **RENT REVIEW ADVISORY BOARD**

Advisory to the City Council, the Rent Review Advisory Board reviews complaints concerning rent increases and works to resolve rent disputes between tenants and landlords.

#### **FAIR HOUSING AND TENANT-LANDLORD DISPUTE MEDIATION SERVICES**

Since January 1989, the City has contracted with Operation Sentinel to provide fair housing services and tenant-landlord dispute mediation. During the period January 1 to June 30, 1989, Operation Sentinel assisted 432 individuals. Eighty-one percent received brief counseling regarding their rights and responsibilities as tenants and landlords. Fifteen percent received extensive counseling and/or mediation services, and four percent asked that Operation Sentinel investigate possible housing discrimination.

Operation Sentinel also carries out an extensive education and outreach program, including the following:

- Numerous public service announcements and press releases concerning Operation Sentinel's programs and activities.
- Distribution of brochures and announcement of services through newsletters and direct marketing to numerous public and private agencies and individuals.
- Meetings and presentations to individuals and organizations concerned with housing issues.

#### **HOUSING ASSISTANCE PLAN (HAP)**

The City's Housing Assistance Plan for the period from October 1, 1988 to September 30, 1991, has been approved by the U.S. Department of Housing and Urban Development (HUD). The City's approved HAP for October 1988 through September 1989 calls for assistance to a total of 171 units as follows:

Rental Rehabilitation Grant Program - 8 units  
Housing Rehabilitation Loan Program - 10 units  
Section 8 Existing Housing Certificates/Vouchers - 60 units  
Independence Plaza - 93 units



## CONDOMINIUM CONVERSION DISPLACEMENT

Under Article 4-D of the Alameda Municipal Code, the City regulates the conversion of existing housing to condominium ownership. The ordinance contains several important provisions concerning the effects of conversions.

First, "no conversion of rental housing to multiple houses shall be permitted when the ratio of owner-occupied units exceeds 60% of the total number of units available" (Section 11-14D7).

Second, subdividers must "offer all tenants not in arrears of rental or leasehold payments, a non-transferable right of first refusal of purchase of his unit for 60 days duration after receipt of a Public Report from the Real Estate Commission" (Section 11-14D6 (b)).

Third, the subdivider must prepare a relocation assistance plan for approval by the Planning Board (Section 11-14D2 and Section 11-14D3 (e)).

## GENERAL PLAN - ZONING PROJECT

The City of Alameda is currently (1989) undertaking a comprehensive review and revision of its Combined Land Use Plan (CLUP) and Zoning Ordinance. A new plan is expected to be adopted by early 1991 with Zoning Ordinance amendments to follow. The revised General Plan will incorporate this Housing Element, ensuring consistency between the two.

## ENERGY CONSERVATION

Affordable energy is an essential component of affordable housing. Energy costs to the consumer have increased 100% over and above inflation since 1970, while crude oil prices have increased more than 500%. For new housing, state conservation standards, implemented as part of the Building Code, substantially reduce the cost of energy for homeowners.

Since much of Alameda is already built out, there is also an opportunity for energy savings in existing housing. Most residential structures can be retrofitted with conservation measures that provide nearly the energy savings achieved in recent new construction. Many can also be retrofitted with passive design measure, e.g., the addition of a solarium or south-facing windows in conjunction with heat storage mass. In 1979, the City adopted an Energy Element as part of the Alameda General Plan, which sets



forth policies and programs to maximize energy conservation in all forms of development, including housing. The City is also implementing the State's residential energy conservation code requirements.



## CHAPTER 12

### NEW HOUSING PROGRAMS

In addition to those current housing programs described in Chapter 11, the City proposes to undertake several new housing programs as outlined in this chapter.

#### AFFORDABLE HOUSING PROGRAM

In August 1989 the Alameda City Council passed an ordinance requiring most new non-residential projects to either provide affordable housing or pay an in-lieu fee. Residential developments are exempt from the ordinance. The ordinance requires developers before project approvals are granted to file a plan describing how they will meet the City's affordable housing requirement. The ordinance requires units to be provided or fees paid prior to approving the development for occupancy. Fees will be held in a separate account and used solely to implement affordable housing programs and activities. Affordable housing is defined as housing affordable to very low and low income households and persons.

On December 6, 1989, the City adopted an Affordable Housing Fee resolution, to implement the Affordable Housing Program. Fees generated are to be used in accordance with and in support of activities to implement the City's Housing Element, Housing Assistance Plan and Statement of Community Development Objectives. Use of funds may include land acquisition, construction, rehabilitation, subsidization, counselling, or assistance to other governmental agencies, private organizations or individuals to expand affordable housing opportunities to low and moderate income households. The fees as adopted on December 6, 1989 are \$3.00 per square foot for office projects, and \$1.50 per square foot for retail projects.

#### SETTLEMENT AGREEMENT FOR GUYTON V. CITY OF ALAMEDA

In April of 1990 the Alameda County Superior Court approved a settlement between the plaintiffs and the City of Alameda regarding the Guyton v. City of Alameda lawsuit. Key elements of the lawsuit are as follows:

- (a) Affordable Housing Program. Until the City provides its fair share of the regional need, as determined by ABAG, for Very Low and Low Income housing for the period ending April 1, 1995, the affordable housing requirement, or in-lieu fee, may be increased, but may not be decreased. All funds generated by the fee can only be used for the development of housing affordable to Very Low and Low Income households, at least until the 1995 housing goal is



achieved.

- (b) **Redevelopment Funds.** The City committed all of the 20 percent housing set-aside of Redevelopment Funds for the development of Very Low and Low Income housing, at least until the 1995 Very Low and Low Income housing targets discussed above are achieved. By contrast, State law allows the funds to be used for moderate income housing, which is substantially more expensive.
- (c) **CDBG Funds.** The City agreed to reactivate the Substantial Rehabilitation Program. A minimum of 15 percent of City CDBG funds will be annually allocated to this program, at least until the 1995 targets discussed above are met.
- (d) **Proposition 84.** The City committed to applying for Proposition 84 Rental Housing Construction Program funds, provided a feasible project can be identified. The City committed to using its best efforts to identify a feasible project prior to September 1, 1990.
- (e) **Measure A Exception.** The City Council agreed that Section 26-2 of the City Charter allows the Alameda Housing Authority to replace, with multiple unit housing, 325 low cost housing units. Three hundred twenty five represents the number of low cost units lost when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments.
- (f) **Protection from Zoning Changes.** The City agreed that the 325 units of multiple unit housing discussed above can be built at densities allowed as of January 1, 1990, even if zoning and general plan changes are subsequently adopted which reduce allowable densities.
- (g) **Performance Criteria.** The City agreed to a range of performance criteria, designed to ensure that affordable housing is provided on a long-term basis, and that unit mixes for the program as a whole reflect the population mix of seniors and various household incomes and household sizes.

#### **SUBSTANTIAL REHABILITATION PROGRAM**

In the Fall of 1989 the Alameda City Council approved reactivation of its substantial rehabilitation program with initial funding to come from CDBG unused prior year funds. This program rehabilitates units that are currently not part of the available housing stock, and thus would be producing new units. In FY 1990-91, the program targets completion of four units, increasing to ten units per year:

thereafter. All of these units will be developed for Very Low Income households.

#### EXPANSION OF THE REDEVELOPMENT PROJECT AREA

In 1989 the City initiated a study to expand its existing redevelopment project area, known as the West End Community Improvement Project (WECIP), to include the areas both east and west of Webster Street or to create a new redevelopment project area encompassing this area and other areas as well. In addition to facilitating the revitalization of the greater Webster Street area, expansion of the redevelopment project area or creation of a new project area would generate increased tax increment revenues, a significant portion of which the City intends to use for the development of affordable housing. The study of the procedural steps required to expand the redevelopment project area or create a new project area is expected to be completed by the end of 1990.

#### LIN-OAKS MOTEL PROJECT

The City has acquired the 50-unit Lin-Oaks motel on the southwest corner of Oak Street and Lincoln Avenue, as part of plans to construct a new main library. The City is evaluating the potential of relocating 32 of the units with kitchenettes to a City-owned parking lot on Lincoln Avenue, and renovate the units for permanent housing. It appears that 13 of the units in the LinOaks motel are currently rented long-term. The rental rates appear to be above what would qualify as Very Low or Low Income housing. If all or part of the LinOaks Motel is relocated, as many units as possible would be made affordable to Very Low and Low Income households, although in no case would this number be less than is currently provided at the LinOaks for each income category. Alternative approaches are also being explored, such as providing replacement housing at one or more other locations.

#### GENERAL PLAN UPDATE

The City is in the process of updating most of the Elements of the General Plan, including the Land Use Element. Consistent with the housing supply and needs numbers provided in this Housing Element, the City is committed to ensuring that for those areas where there is substantive change in land use designations, there will be a surplus of possible net housing supply over net housing demand of at least 360 units. Allowable densities will at least be one unit per 2,000 square feet of lot area, and either attached or detached housing will be permitted. The 325 units of housing exempted from Measure A pursuant to the Guyton v. City of Alameda settlement could be constructed in these areas. The areas where substantive change in land use designations is expected include (a) the northern waterfront, west of Oak Street, east of Sherman Street and generally north of Buena Vista, (b) the drive-in theater site at the northeast corner of Atlantic Avenue and Constitution Way, and



(c) a portion of the Alameda Beltline property east of Constitution Way and south of Atlantic Avenue.

As part of the General Plan update, the City is also considering policies to protect existing residential uses, and encourage the development of new residential uses, as appropriate, in commercial and industrial areas. Appropriate areas for residential uses may include upper floors of retail and office buildings, the back portion of lots containing retail uses at the front of the lot, and properties at the fringe of non-residential zones. Live-work space, such as for artists and night watchmen, may be appropriate for industrial areas. Key issues to be explored include noise, odor, hazardous materials, open space and aesthetics. Once a new General Plan is adopted, the City intends to revise the Zoning Ordinance to be fully consistent. The new General Plan is expected to be adopted in early 1990, with the Zoning Ordinance revision to be started immediately thereafter. The bulk of the necessary study for the zoning changes is expected to be done by June, 1991, with public hearings completed and a new ordinance adopted before the end of 1991.

#### **SINGLE ROOM OCCUPANCY HOTEL ORDINANCE**

The City Zoning Ordinance currently has no definition for single room occupancy (SRO) housing. This lack hinders the ability of the City to encourage this type of housing. SRO housing can be a very effective way of providing affordable housing to Very Low and Low Income one-person households. As part of the revision of the Zoning Ordinance discussed immediately above, the City intends to develop a definition of SRO housing and identify the zoning districts where it is allowed. It is anticipated that some of the standard residential zoning requirements can be reduced or eliminated for SRO housing, thereby increasing the feasibility of constructing new SRO housing. For example, the standard parking requirements are probably neither needed nor desirable, given lower than typical automobile ownership rates for SRO tenants.



**APPENDIX A**  
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## APPENDIX B

### PERSONS CONSULTED

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Korade, Carol, City Attorney, City of Alameda

Matthews, Tom, Executive Director, Alameda Housing Authority

Michaels, Melissa, Assistant Director, Operation Sentinel

Parten, John, Alameda Board of Realtors MLS Provider

Smith, Herbert, Naval Air Station Housing Office

Tally, Robert, Division Director, Planning Liaison Division, Navy Public Works Center, S.F. Bay

Van De Veere, Housing Program Director, Louise, Alameda Housing Authority

Watson, Angie, United Pilipinos of Alameda

Woodbury, John, Associate Planner, City of Alameda Planning Department





## APPENDIX C

### PUBLIC NOTICE OF THE HOUSING ELEMENT REVISION

#### 1987 DRAFT HOUSING ELEMENT

The following individuals, agencies, and organizations were sent mailed notice of hearings on the Draft Housing Element in 1987 (prior to the most recent revision of the draft ). In addition, local newspapers were used to announce meetings and hearings concerning the Draft Housing Element.

Alameda Naval Air Station	Garden Isle Homeowners Assn.
Alameda West Lagoon Homeowners	Harbor Bay Isle Homeowners Assn.
Alameda Housing Authority	Islandia Homeowners Assn.
Alameda County Housing Authority	Murphy, Edward
Alameda Board of Realtors	Northside Homeowners Assn.
Alameda County Planning Dept.	Park Promenade Homeowners Assn.
Alameda Alliance of Homeowners	Porta Ballena Homeowners
Alamedans with HOPE	Shore Condominiums
Association of Bay Area Governments	South Shore Beach and Tennis Club
Ballena Isle Marina	South Shore Isle Homeowners
Ballena Bay Townhouse Assn.	Tillman, Charles
Bay Isle Pointe Homeowners	United Pilipinos of Alameda
Bay Farm Island Improvement League	Waterside Terrace Homeowners Assn.
Casitas Homeowners Assn.	West Lagoon Homeowners Assn.
Clipper Cover Homeowners Assn.	Woodstock Home Corp.
Cola Ballena Homeowners	
Crown Homeowners Assn.	
East Shore Homeowners Assn.	
Fernside Homeowners Assn.	

## 1989 REVISED DRAFT HOUSING ELEMENT

The following individuals, agencies, and organizations were sent mailed notice of the availability of the revised Draft Housing Element and notice of the hearings on the revised Draft Housing Element in 1989 (during the current revision effort). Those noted with an asterisk also received a copy of the revised Draft Housing Element. In addition, local newspapers were used to announce meetings and hearing concerning the revised Draft Housing Element.

Adams, Gary	Alameda Journal*
Ahlquist-Dutcher, Susan	Alameda Main Street
Alameda Associates	Alameda Naval Air Station*
Alameda Board of Realtors	Alameda Times Star*
Alameda Chamber of Commerce	Alameda Victorian Preservation
Alameda, City of - Historical Advisory Commission members	Alameda West Lagoon Homeowners
Alameda, City of - Housing Commission members	Alamedans with HOPE*
Alameda, City of - Pension Board Members	Alith, Birgit
Alameda, City of - Planning Board members*	Alliance of Homeowners
Alameda, City of - Public Utilities Board members	American Red Cross*
Alameda, City of - Social Services Human Relations Board members	Anderson, Ruste
Alameda Coast Guard	Ashkenasy, Ken
Alameda County Housing Authority*	Association of Bay Area Governments*
Alameda County Planning Dept.*	Bailey, Robert
Alameda Family Service Agency	Ballena Bay Townhouse Assn.
Alameda Historical Society	Banks, Jim
Alameda Housing Authority*	Bay Farm Island Improvement
	Bay Isle Pointe Homeowners Assoc.
	Bayview Harbor Homeowners
	Baywood Village Homeowners



Beer, Emil V.	DeWitt, Al
Bennett, Lola	Dickson, John B.
Bennett, Lola M.	Dillard, Troy
Bolton, Larry	Dodge, Bill
Brittany Landing Bay Homeowners	East Shore Homeowners' Assoc.
Brittany Landing Harbor Assoc.	Fernside Homeowners Assoc.
Bronard, Lucy	Foley, John
Burr, Ken	Freeman, Sue
Casitas Alameda Homeowners	Freeman, Susan
Centre Court Homeowners Assoc.	Gadsby, George
Chamber of Commerce	Garden Isle Homeowners' Assoc.
Clar, Mari	Garino, Leslie
Clark, Ed	Garvine, William
Clipper Cover Homeowners Assoc.	Gerber, Ron
Cola Ballena Condominium Assn.	Gooden, Cris
Coler-Dark, Diane	Graber, Reyla
Commander (OAN-BR) - 11th Coast Guard Dist.	Greater Alameda Business Assoc.
Conner, Bonnie	Guyton, Clayton*
Conner, Bonnier	Hagan, Ron
Conrad, Bruce	Hagen, Ron
Correa, Susan	Harbor Bay Isle Assoc.
Costello, John	Harbor Bay Landing Business Assoc.
Crown Harbor Homeowners Assn.	Harbor Pointe Homeowners Assoc.
Davis, A.S.	Harper, Kevin
DeCelle, Robert	Healy, Jerome Dr.

Henderson, Modessa\*  
Heritage of Alameda  
Hickox, Kay  
Hoffman, Rose  
Hudson, Tom - Asst. Supt. of  
Schools  
Huie, Sam  
Islandia Homeowners' Assoc.  
Johansson, Catherine  
Johnsen, Shirley A.  
Johnson, D.  
Kearney, Kevin  
Keasbey, Sam  
Kennedy, Jim  
King, Central  
King, Debra G.  
Koenig, Ynez G.  
Konrad, Joan  
La Croix, Cynthia  
League of Women Voters  
Lighthouse Cover Homeowners  
Assoc.  
Linney, Doug  
Longley-Cook, Mark  
Luedtke, Mary Ann  
Maley, R.G.

Marina Village Homeowners  
Assoc.  
McAffee, Janet  
McCormack, Andrew & Susan  
McPherson, Rosalie  
Melvin, Ken  
Middlecamp, Rennee  
Milani, Wayne  
Mitchell, Alan Jr.  
Moore, Bonnie  
Murphy, Edward\*  
NAACP (Natn'l Assoc. for the  
Advancement of Colored  
People)\*  
Nagle, Linda  
Normandy Homeowners Assoc.  
Northside Homeowners Assoc.  
Ormond, Charles Dr.  
Park Promenade Homeowners  
Assn.  
Park Street Business Assoc.  
Park-Webster Homeowners Assoc.  
Parker, Don  
Pelican Bay Estates Homeowners  
Assoc.  
Porta Ballenda Homeowners  
Assoc.  
Porter, Jenice  
Pozos, Loretta

Prado, Dee

Promontory Pointe Homeowners  
Assoc.

Pryor, Lois

Quiroz, Ben - Civil Engineer -  
Alameda Naval Air Station

Rasmussen, Barbara

Ravens Cove Townhomes

Rawson, Michael\*

Reilly, Trish

Reynier, Andre V.

Roberts, Don

Rogers, Liz

Rosko, Denis

Sandpiper Cove Homeowners  
Assoc.

Sauer, Betty

Scullin, Fred

Searles, Dr. John - Alameda  
Unified School Dist.

Sendaydiego, Art

Sherman, Jerry

Sherratt, Don

Shores Condominiums Homeowners  
Assoc.

Shoreview Condominiums

Shu, David

Snow, Douglas

South Shore Beach and Tennis  
Club Condominium Owners Assoc.

South Shore Center

South Shore Isle Homeowners  
Assoc.

Spitzer, Jim

Stanford, Shane

Stanley, Mr/Mrs. P.

Stebbins, Geoff & Genie

Stein, Allan

Stoldt, Dave

Stone, Amey

Taylor, Cheryl

Taylor, Douglas

Therriern, Jim & Carol

Tillman, Charles

United Pilipinos of Alameda\*

Vani, Terry

Wagner, Art

Wang, Peter

Waterford Homeowners Assoc.

Waterside Terrace Homeowners  
Assn.

West Alameda Business Assoc.

Wetzork, Gail

Wolfe, Don

Woodbridge Bay Estates  
Homeowners Assoc.



Woodstock Homes Corp.

Woody, Mike

Wright, Dale

Yandell, R.E.

Zacheim, Elizabeth

## 1990 DRAFT HOUSING ELEMENT

City of Alameda Library (3)

City of Alameda  
Historical Advisory Board

Wilfred Hodgkin

Benjamin Tilos

ABAG

City of Alameda  
Recreation and Parks Dept.

City of Alameda  
Engineering Department

Linda Pritchard

Bruce Knopf

Alameda Victorian Society

City of Alameda  
Police Department

City of Alameda  
Community Development

Jessica Persoff

Zenda James

Air Resources Board

East Bay MUD

Port of Oakland

US Army Corp of Engineers

Pacific Gas & Electric

City of Alameda  
Fire Department

City of Alameda  
Alameda Housing  
Authority

D. K. Templeton

AC Transit

Bay Area Rapid Transit

City of Alameda  
Bureau of Electricity

City Manager

Don Wolfe

Alameda County  
Planning Dept.

Bay Area Quality Mgmt.

City of Alameda  
Public Works Dept.

City Attorney

Ralph Appezzato

Alameda County Clerk

SF BCDC

Pacific Gas & Electric

State Lands Commission  
Dredging Coordinator

Cal Trans  
Environmental Analysis  
'B'

D. Blaylock, Greater  
Alameda Business  
Association

Jeff Eichenfield  
Alameda Main Street Project

Pacific Bell

CA State Clearing House  
Office of Int'l Management

Park Street Business Assn.

East Bay Regional Park District

Peralta Community College

11th Coast Guard District

L. Meyer, Port of Oakland  
Environmental Division

Dr. John Searles

Jerry Sherman

Shoreview Condominiums

Douglas Snow

Shane Stanford

Geoff & Genie Stebbins

Dave Stoldt

Douglas Taylor

Art Wagner

Waterford Homeowners Assoc.

Woodbridge Bay Estates

Dale Wright

Elizabeth Zacheim

Betty Thomas

Alameda Unified School  
District

State of CA Fish &  
Game Region #3

City of Oakland  
Planning Dept.

R. Marzoff, Alameda  
Chamber of Commerce;  
c/o Mariner Land

Metro Transportation  
Commission

San Francisco Bay  
Chapter of Sierra Club

CA Regional Water  
Quality Control Board

West Alameda Business  
Association

Art Sendaydiego

Don Sherratt

David Shu

South Shore Isle  
Homeowners

Mr./Mrs. P. Stanley

Allan Stein

Amey Stone

Jim & Carol Theriern

Peter Wang

Gail Wetzork

Mike Woody

R. E. Yandell

Tom Matthews

Lil Arnrich



Joseph Corica

Dona Hoard

Cynthia La Croix

Lighthouse Cove Homeowners

Mark Longley-Cook

R. G. Maley

Janet McAffee

Ken Melvin

Wayne Milani

NAACP (Natn'l Assoc. for the  
Advancement of Colored People)

Normandy Homeowners Association

Park-Webster Homeowners Association

Pelican Bay Estates Homeowners Assoc.

Loretta Pozos

Barbara Rasmussen

Andre V. Reynier

Liz Rogers

Sandpiper Cove Homeowners Association

Diane Coler-Dark

Bruce Conrad

John Costello

Al DeWitt

Troy Dillard

Sue Freeman

Leslie Garino

Chris Gooden

William Withrow

Joan Konrad

League of Women Voters

Doug Linney

Mary Ann Luedtke

Marina Village  
Homeowners

Rosalie McPherson

Rennee Middlecamp

Alan Mitchell Jr.

Linda Nagle

Dr. Charles Ormond

Don Parker

Jenice Porter

Dee Prado

Trish Reilly

Don Roberts

Denis Rosko

Ed Clark

Bonnie Conner

Susan Correa

A. S. Davis

John B. Dickson

Bill Dodge

George Gadsby

William Garvine

Reyla Graber

Ron Hagan	Harbor Bay Landing Business Assoc.
Harbor Pointe Homeowners Assoc.	Kevin Harper
Dr. Jerome Healy	Heritage of Alameda
Kay Hickox	Rose Hoffman
Sam Huie	Catherine Johansson
Shirley A. Johnson	Kevin Kearney
Sam Keasbey	Central King
Debra G. King	Ynez G. Koenig
William C. Bitten	Edwin Darkworth
Douglas Durein	William M. McCall
Marjorie Rose	Paul Berger
Michael Richards	Susan G. Foulkes
Phyllis D. Marshall	William McConnell
Alameda Family Service Agency	Alameda Historical Society
Alameda Journal	Alameda Times-Star
Alameda Main Street	Alameda Victorian Preservation Society
Alameda West Lagoon Homeowners	American Red Cross
Ruste Anderson	Ken Ashkenasy
Robert Bailey	Jim Banks
Bayview Harbor Homeowners	Baywood Village Homeowners
Emil V. Beer	Lola Bennett
Brittany Landing Bay Homeowners	Brittany Landing Harbor Association
Lucy Bronard	Ken Burr
Centre Court Homeowners Association	Mari Clark

Commanding Officer  
Naval Air Station

Alameda West Lagoon  
Homeowners Association

Ballena Isle Marina

Ballena Bay Townhouse  
Association

Bay Isle Pointe Homeowners

Bay Farm Island  
Improvement League

Casitas Homeowners Association

Clipper Cover  
Homeowners Association

Cola Ballena Homeowners Association

Crown Homeowners Assn.

East Shore Homeowners Assn.

Fernside Homeowners  
Assn.

Garden Isle Homeowners Assn.

Harbor Bay Isle  
Homeowners Assn.

Islandia Homeowners Assn..

Northside Homeowners  
Association

Porta Ballena Homeowners Assn.

Shore Condominiums

South Shore Isle Homeowners

Charles Tillman

Waterside Terrace Homeowners

West Lagoon Homeowners  
Assn.

Woodstock Home Corp.

Gary Adams

Susan Ahlquist-Dutcher

William S. Godfrey

Jamie G. Deleon

Deanna D. Johe

Bruce C. Reeves

Alameda Alliance of  
Homeowners

Clayton Guyton

Rosalie McPherson

Robert Ulrich

Fred Brault

Melissa Michaels

Alameda Board of  
Realtors

Unified Filipinos of Alameda

Volunteers of American



Ed Murphy

Lois Pryor

Bay Area Council

Kenneth Kofman

J. L. Minitier and Associates

Betty Collins

Modesa Henderson

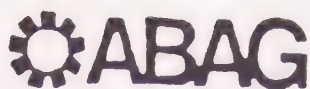
Robert Costa

Alameda Homeless  
Network

Tom Jacobson

Michael Rawson

Alameda County Housing  
Authority



ASSOCIATION OF BAY AREA GOVERNMENTS

APPENDIX D  
PAGE D-1

Mailing Address: ■ P.O. Box 2050 ■ Oakland, CA 94604-2050

RECEIVED

FEB 27 1989

February 21, 1989

Mr. Arnold Jonas  
Planning Director  
City of Alameda  
Santa Clara and Oak Streets  
Alameda, CA 94501

PLANNING DEPARTMENT  
CITY OF ALAMEDA

Dear Arnold:

In our discussions which led up consideration of a revision in the regional housing need for the City of Alameda (which revision, as you know, was accepted by ABAG's Executive Board last month), one issue we discussed was whether ABAG's Projections 87 data base included one site currently being planned for military housing.

Based on a review of the local development policy survey information data base, our staff concluded that this site was not included in the projections data base, and should be added. It is our understanding that this site is located at the NSCO Alameda Annex, and that the Navy plans to construct, operate and maintain military family housing units on this site. Based on information current as of this date, it appears that 785 units will be constructed on the site.

It is the ABAG staff's position that the construction of these units can be counted towards addressing the City's housing needs, as identified in the final Housing Needs Determinations report (January 1989). Because the units are not constructed as group quarters on the Naval Air Station, and will assist in meeting the housing needs of military households who would otherwise have to find housing in Alameda or nearby cities, the units, when constructed, should be reflected in the city's housing stock (as reported to DOF and as measured by the Census). It is our understanding that any units constructed and occupied prior to April 1, 1990, should be reflected by the upcoming 1990 as multifamily housing and not group quarters so long as the units meet the Census definitions for multi-unit housing.

You also asked how these units should be counted towards meeting the housing needs by income category. The answer to this question is not simple.

ABAG's Housing Market Analysis for the Naval Air Station Alameda Study Area--conducted for the Navy Public Works Center in December 1984--concluded that "The income profile of Navy personnel in the study area is an important component in determining their ability to pay for

D-1

Representing City and County Governments of the San Francisco Bay Area

Joseph P. Bert MetroCenter ■ Eighth & Oak Streets ■ Oakland ■ (415) 464-7900 ■ Fax: (415) 464-7979

Mr. Arnold Jonas  
February 21, 1989  
Page 2

housing costs. Precise income figures for the Navy populations in the study area are not available."

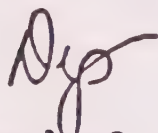
Because it is not clear the number of years of service or ranks of the prospective occupants of the new housing, it is really impossible to determine with any certainty how the units should be divided. Moreover, the military housing allowances are not counted as taxable income, and it is not clear whether such allowances are included when military personnel self-report "income" on Census forms.

It would not seem appropriate, given the above, to count the units on the NSCO Alameda Annex site to any single category. It is probably not appropriate to credit any of them against the "above moderate" income category. If the Navy's plan documents indicate the likely distribution of the households by income category, it would seem appropriate to assign them to the very low-, low, and moderate income categories based on that information.

In the absence of any other information, it is the ABAG staff's position that characterization of these units be based on the incomes of the families that will occupy them. This can be done prospectively (since the units are not yet complete), but the City needs to work with the Navy to accurately depict the actual distribution by income category when the phases of the project are complete.

We hope this letter is helpful in addressing these issues as part of the City's housing element planning. If you have any questions, please call me at 464-7950.

Sincerely,



Douglas G. Detling  
Assistant to the Executive Director



## APPENDIX E

SUMMARY OF BUILDING  
PERMITS ISSUED FOR INFILL UNITS  
JANUARY 1, 1987 TO JUNE 30, 1989

Permit No.	Address	No. Units	No. Bdms	S.F./ Unit	Valuation	Comments
87-0494	1115 Pearl St.	1	3	2,377	\$134,958	New single family residence on vacant lot.
87-0885	1525 Verdi St.	2	1/1 1/2	652 990	82,000	New duplex behind existing triplex on same lot.
87-1048	2144 Bueno Vista Ave.	2	2/unit	994/unit	89,480	New 2-story free-standing duplex at rear of existing single family residence.
87-1254	1340 Mount St.	1	3	1,980	112,900	New single family residence in PUD.
87-1508	1143 Park Ave.	2	2/unit	957/unit	100,000	New duplex added to lot with existing duplex.
87-1533	2045 Sandcreek Way	1	n/a	n/a	n/a	New single family residence on vacant lot.
87-1728	3298 Adams St.	1	4	2,840	223,000	New single family residence on vacant lot.
87-1768	1336 Mound St.	1	3	1,900	107,900	New single family residence in PUD.
87-1789	2901 Jackson St.	1	n/a	n/a	n/a	n/a
87-1790	1332 Mound St.	1	n/a	n/a	n/a	New single family residence in PUD.
87-0377	1319 Pearl St.	2	n/a	n/a	n/a	n/a
87-0378	1319 Pearl St.	2	n/a	n/a	n/a	n/a
87-0480	1004 Magnolia	1	3	2,432	140,800	New single family residence on vacant lot.
87-1049	831 Laurel St.	1	n/a	n/a	1,185	Small upstairs unit added to existing single family residence.
87-0152	1919 Shore Line Dr.	1	1	645	5,432	Subdivided apartment back to original 2 units.
87-0774	1040 Santa Clara	1	2	1,300	20,000	Convert single family residence to duplex.
87-1081	1114 Buena Vista	1	2	1,058	22,500	Add 2nd unit to existing single family residence.
87-1094	1546 Sherman St.	1	2	901	43,000	Raise existing unit and add new unit under.
87-1097	1319 High St.	1	3	832	45,000	Add 2nd unit to existing single family residence.
87-0490	1008 Eagle Ave.	1	3	908	20,000	Add 2nd unit to existing single family residence/lower floor.
87-1862	1828 Union St.	1	1	n/a	1,000	Add 2nd unit to existing single family residence.
87-0008	1128 Regent St.	1	Studio	372	43,000	Remodel existing single family residence and add 2nd unit on first floor at rear of second single family residence.
87-0460	2168 Clinton	1	1	1,228	8,000	Add 2nd unit to existing single family residence by conversion of basement.
		28				
88-1011	884 Oak St.	1	2	818	1,740	Add 2nd unit to existing victorian structure resulting in what appears to be a two flat configuration.

APPENDIX E  
(Page 2 - Continued)

Permit No.	Address	No. Units	No. Bdrms	S.F./ Unit	Valuation	Comments
88-0999	868 Oak St.	1	2	1,020	19,500	Add 2nd unit to existing victorian structure at ground floor level. Structure may have been raised to provide adequate room.
88-0549	508 Santa Clara Ave.	1	2	824	1,000	Add 2nd unit to existing single family residence through conversion of high basement.
88-0553	1805 Lincoln Ave.	1	4	1,150	12,000	Add 2nd unit to existing single family residence by conversion of high basement.
88-1281	2437 Buena Vista Ave.	1	2	864	43,200	Add 2nd unit to existing two story single family residence by conversion of high basement. No additional parking provided.
88-0591	1000 Santa Clara Ave.	1	2	838	30,000	Conversion of second floor space over a commercial use to a new dwelling unit. No additional parking provided.
88-0580	1718 Benton St.	1	2	1,159	74,176	Add 2nd unit to existing single family residence through conversion of a high basement, possibly including raising the structure to provide adequate clearance.
88-1802	1580 Buena Vista Ave.	2	2/unit	1,086/unit	69,472/ unit	Add 2nd unit to existing victorian single family residence on front of lot through raising and new construction under. New 3rd unit on lot added as a separate freestanding structure at the rear.
88-0049	568 Central Ave.	2	3/unit	1,056 /unit	10,750/ unit	New two-unit structure (duplex) constructed utilizing a combination of factory and site built components on a lot created from the abandoned stub end of a street.
88-0704	2822 Van Buren St.	1	3	2,101	113,454	New single family residence on vacant lot.
88-0229	644 A/B Haight Ave.	1	3	1,120	79,000	Add new unit over parking at front of lot.
88-0383	3290 San Jose Ave.	1	4	2,425	140,000	New single family residence on lot created by extension of Fernalde Boulevard to Otis Drive.
14						
89-0007	462 Buena Vista	2	n/a	n/a	n/a	n/a
89-0027	920 Otis Drive	1	n/a	n/a	n/a	n/a
89-0240	2017 Eagle Dr.	2	n/a	n/a	n/a	n/a
89-0596	167 Maitland Dr.	1	n/a	n/a	n/a	n/a

**APPENDIX E**  
(Page 3 - Continued)

Permit No.	Address	No. Units	No. Bdrms	S.F./ Unit	Valuation	Comments
89-0862	2051 Sandcreek Way	1	4	2,290	151,350	New single family residence on vacant lot.
89-0954	771 Buena Vista	1	3	1,188	84,500	New single family residence on vacant lot.
89-0895	1199 Ninth St.	1	Studio	n/a	12,000	Add 2nd unit to existing single family residence.
89-0937	1731 Central Ave.	1	1	800	8,000	Add apartment over garage.
89-0863	1618 Benton St.	2	2/unit	987/unit	115,000	New duplex at rear of existing single family residence.
		12				

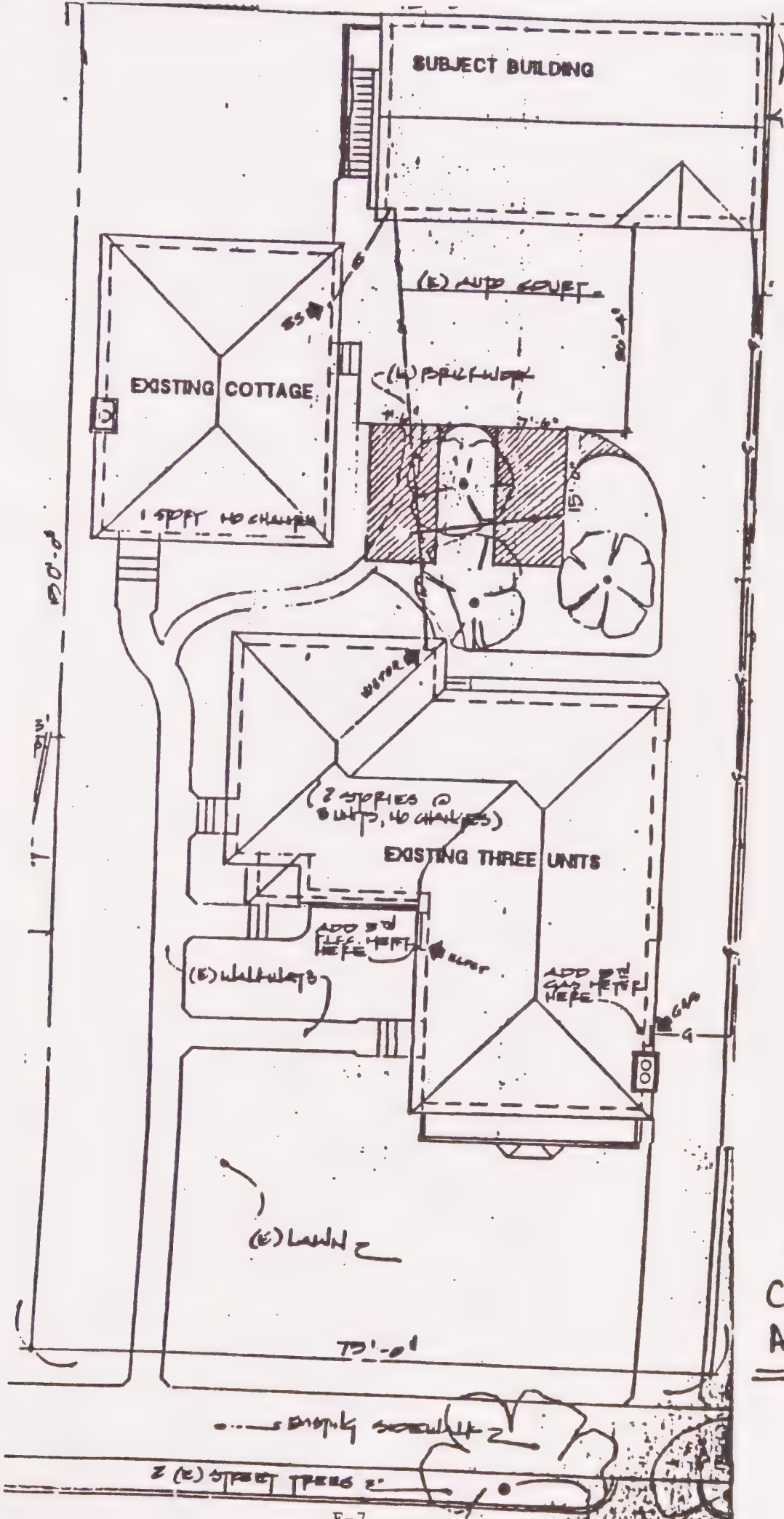




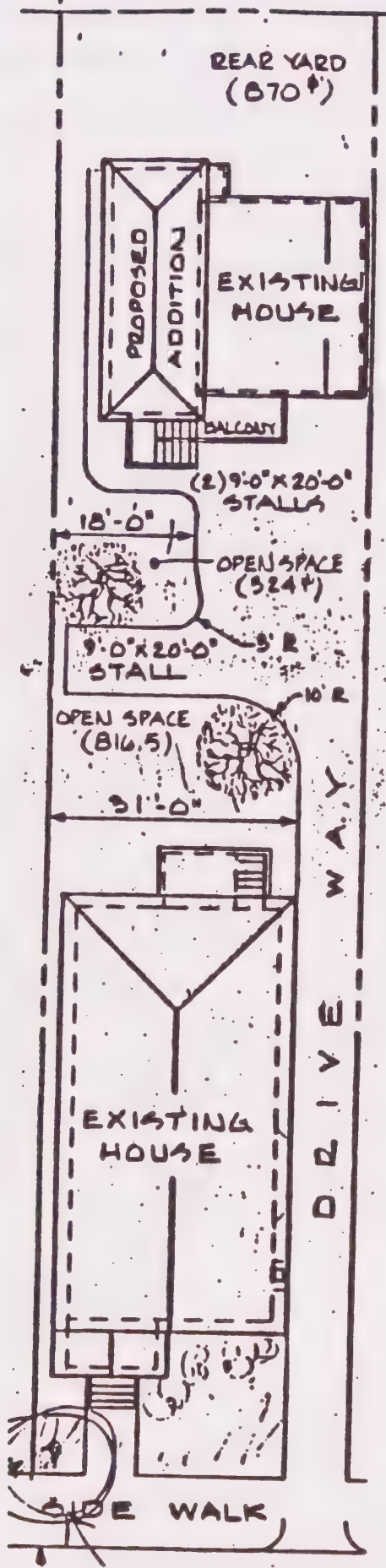
## **EXAMPLES OF INFILL PROJECTS**







1731  
CENTRAL  
AVENUE



1128  
REGENT STREET







## CITY HOUSING ACTION PROGRAM AND IMPLEMENTATION FRAMEWORK 1980-1984

## REHABILITATION AND NEIGHBORHOOD PRESERVATION

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Expand funding level of Rehabilitation Office	Rehabilitation of 25 to 30 units per year (60% owner; 40% rental)		Community Development	CDBG* Housing Bond	On-going
2. Substantial rehab of vacant units	Restore 8 rental units per year to housing market		Community Development	CDBG* Housing Bond	April 1981
3. Apply for State rehabilitation financing programs	Rehab & mortgage assistance	Make application	Community Development		July 1981
4. Utilize self-help techniques in rehabilitation	Reduce rehab costs	Program Modification	Rehabilitation Office	CDBG*	On-going
5. Replace public housing units	Construct 42 family rental units on Eagle Avenue site	Construction	Housing Authority	Housing Bonds	Commence by December 1981
6. Investigate Section 8 Moderate Rehab program	Rehab of Section 8 existing units	Apply when funds are available	Community Development		July 1981

## RENTAL AND HOME OWNERSHIP ASSISTANCE

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Stimulate landlords to enter Section 8 program	30 additional units per year; Rehab assistance as needed	Assign staff; additional HUD allocation for Section 8	Community Development; Housing Authority	CDBG*	On-going
2. Counsel renters on housing placement	Maintain current rental listings	Assign staff	Community Development	CDBG*	On-going
3. Continuous update of HUD's Fair Market rents for Alameda			Housing Authority		On-going

- \* Community Development Block Grant funds have been granted to the City for the 1980-1981 program contingent on the development of 79 new rental units. Success of this effort will determine future funding from this source. In today's market it also seems clear that local housing bonds are a key to below market interest financing and, as such, are an important element in an on-going Housing Action Program. CDBG funds, if continued, would provide stimulation for programs largely financed with a combination of public and private funds.





Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
4. Study potential for conversion of rental units to limited equity cooperatives	Long term affordable ownership units	Economic feasibility, criteria and procedures for co-op conversions	Planning Department	CDBG*	Sept. 1981
5. Apply for State Home Ownership Assistance Program	Assistance for tenants of proposed condominium conversions (15 to 20 units)	Make application	City Manager's Office; Planning Department		Feb. 1981
6. Negotiate with condo-conversion developers for tenant assistance program	Ensure no undue hardship to tenants	Negotiation	Planning Board		On-going
7. Revise condo-conversion ordinance to provide that developers, on request of tenant, find comparable rental housing within the City before displacing tenants		Zoning Ordinance Revision	City Council		June 1981

## NEW CONSTRUCTION

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Request developers for assistance with affordable housing construction	20 units per year affordable to lower and middle income households	Negotiations with developers	Planning		Sept. 1981
2. Provide incentives to builders of moderate income housing	Affordable housing (79 rentals in 1st yr; 185 rentals in 2nd yr; 5-10 rentals/yr; 10-15 owner units/yr)	Negotiations with developers	Community Development	CDBG* Housing Bond	Sept. 1980
3. Maintain inventory of vacant land	Annual update	Field survey	Community Development; Planning Dept.		On-going
4. Acquire control of land for affordable housing	Eight developable parcels with capacity for 154 units	Acquire land control	Community Development	CDBG* Housing Bond	Feb. 1981

\* Community Development Block Grant funds have been granted to the City for the 1980-1981 program contingent on the development of 79 new rental units. Success of this effort will determine future funding from this source. In today's market it also seems clear that local housing bonds are a key to below market interest financing and, as such, are an important element in an on-going Housing Action Program. CDBG funds, if continued, would provide stimulation for programs largely financed with a combination of public and private funds.



Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
5. Reduce parking & open space requirements for new units affordable to lower income households	Affordable housing	Variances	Planning Board		May 1981
6. Waive City fees for new units affordable to lower income households	Affordable housing		City Manager's Office	CDBG*	May 1981
7. Grant up to 20% density increases in exchange for developing a like number of affordable housing units	Long term affordable housing for households with incomes below 120% of the regional median	Zoning Ordinance Revision	City Council		July 1981

## GOVERNMENT PROCESS

Action Program	Target Objective	Action Needed	Department	Program Funding	Time Frame
1. Use non-profit corporation as vehicle for development of affordable housing	Development of affordable housing	Negotiate with local groups	Community Development	CDBG* Housing Bond	Aug. 1981
2. Coordinate staff review of development proposals	Improved communication; time reduction	Staff Assignment	Planning Department		May-Aug. 1981
3. Simplify building permit forms and procedures	Time reduction	Efficiency Study	City Manager's Office		July-Dec. 1981
4. Pursue funding for Housing Action Program	Housing Bond issue when feasible	Develop Bond Issue Program; Feasibility study	Community Development; City Council	CDBG* CDBG*	April-Sept. 1981
5. Encourage use of improved building technologies	Cost reduction	Research and promotion of improved technologies	Building Department		On-going
6. Revise Housing Element by 6/30/84; Annual Amendment to Housing Element	Continuous update	Staff assignments	Planning Department	CDBG*	Annual in January and February

- \* Community Development Block Grant funds have been granted to the City for the 1980-1981 program contingent on the development of 79 new rental units. Success of this effort will determine future funding from this source. In today's market it also seems clear that local housing bonds are a key to below market interest financing and, as such, are an important element in an on-going Housing Action Program. CDBG funds, if continued, would provide stimulation for programs largely financed with a combination of public and private funds.





## **APPENDIX G**

### **ANALYSIS OF ASSISTED HOUSING UNITS AT RISK OF CONVERSION**

#### **Federally Subsidized Housing Units**

The City of Alameda has three low and moderate income housing projects which were assisted through federally funded, low-interest loan and rental subsidy programs, administered by the Department of Housing and Urban Development (HUD) and Federal Housing Administration (FHA). The three housing projects are Parrot Village, Eagle Village, and Playa del Alameda, and are listed on the "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion". Of the three projects, Parrot Village is identified on the list as having a potential subsidy termination date prior to the year 2000. The project, however, is publicly owned and operated by the City of Alameda Housing Authority and will remain available to low and moderate income households in perpetuity.

New units created through the Substantial Rehabilitation program, funded by Community Development Block Grant (CDBG) monies, have limited occupancy and fair-market rents for varying periods between five and fifteen years. Because occupancy is not project-based, but involves Section 8 Certificates and Vouchers which are transferrable to other units, these new units are not inclusive of at-risk units specified in State Government Code Section 65583(a)(8). Past program experience demonstrates that Substantial Rehabilitation units continue to be rented to Section 8 Certificate and Voucher holders after occupancy limits expire. The Substantial Rehabilitation program is ongoing and provides a continuous source of new rental units affordable to very-low income households.

#### **State and Locally Subsidized Housing Units**

The City of Alameda has five low and moderate income housing projects, in addition to other units located throughout the City, which are subsidized through state and local housing programs. None of these projects or units are at-risk of changing to market rate rents within the next ten years. (Please see Table 11-1 for a listing of the subsidized housing units.)

#### **Information Resources**

The resources examined and contacted to complete the analysis include: "The Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion", prepared by the California Housing Partnership Corporation, "Inventory of Subsidized Rental Housing in Alameda County", prepared by Alameda County Housing and Community Development Department, the City of Alameda Housing Authority, and the City of Alameda Community Development Department.





## APPENDIX



## APPENDIX





CITY OF ALAMEDA RESOLUTION NO. 12178

APPROVING GENERAL PLAN AMENDMENT GPA-91-292  
AMENDING THE HOUSING ELEMENT OF THE GENERAL PLAN

WHEREAS, State Government Code Section 65583 (a)(8) requires an analysis of assisted housing developments that are eligible to change to non-low-income housing uses during the next ten years due to termination of subsidy contracts, mortgage prepayments or expiration of use restrictions; and

WHEREAS, the State Government Code Section 65583 has been amended (effective January 1, 1992) to require the analysis to be adopted by July 1, 1992; and

WHEREAS, the California Department of Housing and Community Development (HCD) has reviewed the City of Alameda's analysis of assisted housing developments that are eligible to change to non-low-income uses in the next ten years (GPA-91-292); and

WHEREAS, HCD has indicated that the analysis of assisted housing developments that are eligible to change to non-low-income uses in the next ten years complies with State Government Code Section 65583; and

WHEREAS, after holding a public hearing on GPA-91-292, and examining pertinent documents as contained in the Staff Report dated November 25, 1991, the Planning Board of the City of Alameda on November 25, 1991 unanimously recommended approval of General Plan Amendment GPA-91-292; and

WHEREAS, the General Plan Amendment GPA-91-292 is Exempt under CEQA Guidelines, 15061(b)(3) - General rule: The activity has no potential to cause a significant effect on the environment, and therefore is not subject to CEQA; and

WHEREAS, the Council of the City of Alameda considered General Plan Amendment GPA-91-292 on December 3, 1991; and

WHEREAS, after holding a public hearing on GPA-91-292 and examining pertinent maps, drawings and documents on December 3, 1991, as contained in the Staff Report dated November 27, 1991, the Council of the City of Alameda voted to adopt GPA-91-292;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Alameda that said Council adopts, by this resolution, General Plan Amendment GPA-91-292, the proposed amendment of the Housing Element of the City of Alameda General Plan.

\* \* \* \* \*





I, the undersigned, hereby certify that the foregoing Resolution was duly and regularly adopted and passed by the Council of the City of Alameda in regular meeting assembled on the third of December, 1991, by the following vote to wit:

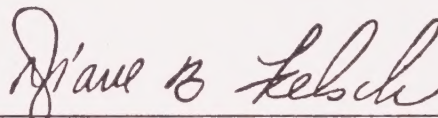
AYES: Councilmembers Arnerich, Camicia, Lucas, Roth and President Withrow - 5.

NOES: None.

ABSENT: None.

ABSTENTIONS: None.

IN WITNESS, WHEREOF, I have hereunto set my hand and affixed the official seal of said City this fourth day of December, 1991.



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Diane B. Felsch, City Clerk  
City of Alameda



U.C. BERKELEY LIBRARIES



C101693746



